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THE GAMBIA

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THE DEVELOPMENT PROGRAMME
IN
EDUCATION FOR THE GAMBIA
1965 — 1975

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UNESCO EDUCATIONAL PLANNING MISSION

A SURVEY OF EDUCATION IN THE GAMBIA

WITH

RECOMMENDATIONS

by

G. F. SLEIGHT

SPONSORED BY
UNICEF

BATHURST.
NOVEMBER, 1965.

FOREWORD

The Development Programme in Education for The Gambia 1965—1975 which is now published as a Sessional Paper is a comprehensive document which has been prepared by a UNESCO Educational Planning Mission. The Government of The Gambia wishes to record its indebtedness to UNESCO for making available the services of Dr. G. F. Sleight, C.B.E. for the purpose of carrying out a Survey of Education in The Gambia and to UNICEF for financing the Survey.

The main emphasis of the Report is on the raising of standards at all levels. Additionally, it plans for the attainment of the Addis Ababa target of Universal Primary Education; in Bathurst suggests economies in School Building and construction of School Furniture and advocates a fresh approach to education in the Rural Areas. At the Secondary and Post-Secondary level, the Report makes provision for the upgrading of existing Institutions and recommends the establishment of Rural Vocational Schools which should make a great impact on Rural Communities.

Cabinet has agreed to adopt the development programme outlined in the Report as Government's long-term Educational Policy subject to the Government's budgetary position from time to time and to my Ministry submitting to Cabinet periodically, specific major new projects based on the Report and seeking approval.

August, 1966.

A.D. CAMARA

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TERMS OF REFERENCE

MY TERMS OF REFERENCE WERE:

1. To conduct a Survey of educational facilities in The Gambia and, in the light of National needs and available resources, to give advice on the priorities in the field of education during the next ten years with special reference to:—

(*a*) the existing structure and the working of the primary and secondary school systems;

(*b*) the development of Post-Primary education with particular reference to the rural child in the community;

(*c*) the extension of Vocational and Technical education;

(*d*) the adequacy or otherwise of the Teacher Training Programme having regard to the present and future needs of the country;

(*e*) the establishment of an Inspectorate;

(*f*) the administrative framework of the Ministry of Education and the Education Department.

2. It was further agreed that long term objectives be determined for ten years, and the more detailed development plan be limited to five years.

INTRODUCTION

I arrived in The Gambia on 24th September and left on 13th November, 1965.

The Director of Education greatly facilitated my task by assembling considerable documentation and statistical data for my use some two months before my arrival.

A score of organisations and individuals had, on the invitation of the Director, prepared memoranda over a wide range of educational matters informing me of the many problems and of the serious thought which had been given to them. Excellent arrangements had been made for talks with organisations, groups and individuals, representing the administration, central and local, missions, teachers, parents and employers. I was able to visit many schools of all types in all parts of the Provinces as well as in Bathurst.

My report includes much that is common knowledge to many people in The Gambia; it is included in the hope that it may inform and enlist the interest of people and organisations beyond The Gambia.

I should like to record my indebtedness and thanks to the very many people who have in many ways assisted me and made my visit such a pleasant experience.

November, 1965. G. F. Sleight

1. PRIMARY EDUCATION

1.1. *Traditional Principle of Separate Consideration of Bathurst and the Provinces.*

1.1.1. Under Colonial Administration The Gambia was conceived to be of two distinct and separate zones. The Colony, including Bathurst, and the Protectorate. The Colony, the centre of administration, with approximately 13% of the total population, enjoyed some 20 years ago 85% of the total educational provision. Even today the old "Colony Area" has 44% of all primary school places and 86% of secondary school provision. The distinction was not entirely arbitrary: the Creole element, although a small minority, gave a somewhat different character to Bathurst, and difficulties of communication isolated the up-river districts.

1.1.2. The Gambia now is one nation and affirms its social as well as its political unity. Nevertheless, the differences do still exist: of the 6—12 age group, 66% of Bathurst children attend school: in the provinces enrolment is less than 16%.

1.1.3. The existing structure of the educational provision clearly indicates an accretion of institutions which have emerged as a result of local pressures or organisations, and they continue to reflect the characteristic stamp of "Colony" or "Province". Collectively they do not amount to a national system.

1.1.4. The programme in educational development should establish national objectives based on comparable educational opportunities. Since the two areas at present differ so fundamentally, it is still, however, necessary in certain contexts to refer to each area separately and to ensure accelerated development in the under-provided provinces.

The Educational System (Primary)

1.2.1. Children enter the primary school at the age of six: the course is of six years duration, and promotion is normally by age, not attainment. The primary school age group is therefore 6—12 and in recent years administrative procedures have very considerably reduced the number of children below or above this age. Outside Bathurst there is, however, no effective birth registration and ages are by declaration and not verifiable by certification. The Reports indicate the surprisingly low rate of 8% of children enrolled outside the normal age range 6—12 years.

1.2.2. Pupils completing the primary school course take the selective Entrance Examination for entry to secondary schools. The examination, conducted by the West African Examinations Council, is not designed as a "qualifying" test of fitness: it seeks to place the candidates in order of merit and the most able students are selected for the places available in secondary schools. The examination is therefore competitive and has no "pass mark". The number of places in secondary schools is limited, but there is no evidence that candidates with a creditable performance in the Examination have failed to secure admission.

1.2.3. Schools have been provided in Bathurst according to a foreseen demand: in 1962—64 all applicants were accommodated, but in 1965 some 50—60 children (about 8% of the 6 year age group) could not be admitted. In the Provinces, the rate of expansion has been somewhat arbitrarily determined at six schools (first entry class only) per year.

1.2.4. Government is able to exercise effective control over all primary education; 84% of all pupils attend Government schools and a further 8% attend grant-aided schools. The unaided schools are newly established schools which will in due course be eligible for grant.

Of the 77 primary schools, 19 are managed by Missions, which have made an outstanding contribution to education in The Gambia for over a century. The statement that "Government is able to exercise effective control over all primary education" indicates that the system permits of such control, but is not an unqualified assertion that supervision is in fact adequate.

1.2.5. Government provides buildings, furniture, equipment and staff.

1.2.6. Parents pay school fees at the rate of 10/- per annum, and receive books and stationery free of charge.

1.3. *Brief and General Description of Physical Conditions.*

1.3.1. The new school buildings in Bathurst are excellent. The Public Works Department designs and constructs, in concrete block, with steel doors and windows, and corrugated asbestos roof. The unit cost per classroom is £1,250. A typical "double entry" school has 12 good classrooms (29 x 20) well lit and ventilated, and well furnished with steel furniture imported at considerable expense. Even the old mission-provided buildings of a past generation are reasonably good, roomy and quite adequate; they are also well furnished.

The classroom area per child in new schools is a minimum of 14.5 sq.ft., which is generous.

1.3.2. In the Provinces the standard type of new school building is different in design, having 8' walls with a 3' opening from wall to ceiling height all round. Construction is good, concrete block and corrugated iron. The standard classroom has 600 sq.ft. (minimum 15 sq.ft. per child) and the unit cost per room is £450.

Older buildings and those provided by the Roman Catholic Mission are good, serviceable, make use of local materials and are more economical.

Some schools, it is true, are in bad and even dangerous condition, and some of the temporary buildings are far below standard, but on the whole the standard of accommodation is good, and the best perhaps too good.

1.3.3. On the whole, text books and basic equipment have been provided on a far more generous scale than in many African countries. No doubt the best teachers could make good use of more equipment, but there are no absolute standards and a resourceful teacher can improvise.

1.3.4. Government provides teachers' residences or rent in lieu.

1.4. *Recent Developments — Quantitative*

1.4.1. Enrolment, now 11,500 (1964) has increased by 85% in 5 years. The annual rate of expansion has varied from 8.7% to 23.1% with an average annual increase of 13.2.%. The percentage of children of primary school age (6–12) enrolled is now 18.6 (see 1.1.2).

1.4.2. The rate of increase for girls has about exactly equalled the rate for boys, but there is no increase in the proportion of girls attending primary schools; from 1959—61 it was 31%, from 1962—64 it was 30%.

1.4.3. The actual increase in enrolment in the last two years is 1,000 per annum.

Sessional paper No. 7 of 1965 reports a current national birth rate of 12,206 in 1963. In accordance with the child death rate, calculated on data provided by the Ministry of Health, it is estimated that approximately 9,500 will survive to the age of 6. With the present accommodation, only 16% could hope to gain admission to school: with the present rate of increase, 1,000 places per year, some 30% might gain entry.

1.4.4. The records indicate that "drop-out" or "wastage" is, for a voluntary system, negligible. "Mass promotion" (1.2.1.) removes a common cause of drop-out, and the school fees, which in some African countries are so high as to encourage withdrawal, are in the Gambia comparatively low (10/- per annum) and are not considered to affect this issue.

1.4.5. The following Table summarizes development over the period 1959—64.

TABLE I

Enrolment, Primary Schools by Year and Class.

Year	*I*	*II*	*III*	*IV*	*V*	*VI*	*VII*	*Total*	% *Girls*	*No. of Schools*
1959	1,425	1,101	843	882	823	713	488	6,215	31	52
60	1,840	2,280	1,281	1,004	336	406	—	7,047	31	56
61	1,890	1,404	1,615	1,710	872	702	—	7,663	31	60
62	2,181	1,801	1,609	1,400	1,514	906	—	9,430	30	67
63	2,206	2,005	1,760	1,726	1,393	1,427	—	10,517	30	69
64	2,388	2,144	1,952	1,769	1,696	1,555	—	11,504	30	77

Note:

Promotions beginning with Class I in 1961 indicate the current consistent tendency. Promotions in 1959-60 appear to reflect the consequences of the abolition of Class VII.

1.5. *Professional Status.*

1.5.1. For nearly twenty years Gambians have deplored the decline in educational standards over the years; "The schools were better in our day". Mr. T. H. Baldwin, engaged in a similar survey in 1951, reported the widespread belief in the Educational "Golden Age". There are no objective criteria by which this belief can be tested, and for so many people in so many countries all sorts of conditions are not so good as they used to be. Perhaps they never were. We can, however, assess the present standard in relation to what is known of the abilities and attainments of children of primary school age. We were able to apply three criteria:—

(*i*) *Performance in the Selective Entrance Examination as determined by the West African Examinations Council:*

By all standards the results were poor.

(ii) *The Assessment of Teachers, Parents, Employers and Public:*

It was perhaps unanimously affirmed that the performance and attainment of the primary school child was such that he could not hope to get employment and that he was left singularly unfitted for life.

(iii) *Observation of the Pupils' performances in the Classroom:*

I was able to see a representative cross section of primary schools, in all grades, in Bathurst and the Provinces. The level of attainment was low, the responses, both in accuracy and speed, was on the whole below the norm of the age group represented, and perhaps more significant, the children so often appeared not to comprehend the basic principles of the material they were dealing with. As a result facts of Geography and Arithmetic, for example, were acquired by rote and repetition, but left the child with little appreciation of their significance and with little ability to apply the skill in a new situation. The children, however, seemed capable of better work, were responsive if the teaching situation was stimulating, and their note books gave evidence of care and diligence.

1.5.2. The root cause of any deficiency in the primary school performance is perhaps more often due to two circumstances — large classes and untrained teachers. This is not so in The Gambia. The teacher pupil ratio has always been generous and is now 1 : 32. One frequently hears criticism of the high proportion of untrained teachers, but in fact they numbered only 41.5% in 1959 and have since been reduced to 35%, which compares favourably with most African countries.

I believe the real cause to be threefold:

1.5.3. Firstly, the adequacy of teacher training. Teacher training will be separately considered in Section 3; but it may be noted here that the Yundum Training College has had a "short but chequered history". Frequent, and sometimes almost complete staff changes, six Principals in twelve years, and much disquiet and uncertainty have almost certainly seriously impaired the effectiveness of the College in any attempt it may have made to study the primary school and to prepare teachers accordingly. Be that as it may, many young College trained teachers adopt techniques which are pedagogically unsound and the subject matter taught is occasionally neither adequate nor accurate.

1.5.4. *The Syllabus of Instruction.* There has in the past been some sort of syllabus, but it is no longer available in schools; there are recent proposals in draft, but they are not generally available and do not amount to a syllabus. Well established schools under expert and supervised teachers may thrive on minimal direction in the content of courses offered, but young teachers in a developing system which of necessity lacks the traditional safeguards, look for the guidance and support of a syllabus which clearly defines the objectives and the steps and procedures leading to their attainment. In particular, many teachers, including the most experienced, have requested aid in the interpretation of the selective Entrance Examination in terms of a school syllabus.

1.5.5. *Supervision.* Any young inexperienced teacher needs, and looks for guidance, more especially if he is working in a very small school, and without a syllabus. Basically, what is required is not the traditional "Inspectorate" but in-service training, not assessment and report, but professional help and encouragement.

1.5.6. Reference has been made to "mass-promotion" or promotion by age without reference to attainment.

Undoubtedly the system does lead to a situation in which a child in Class VI may have the attainment of a child in Class I. It has also been stated that automatic promotion deprives the child of the normal incentive to work diligently. The apparent evils of the system may, however, not be inevitable, and the alternatives may be accompanied by even more serious consequences. I have seen little real evidence that the system of mass promotion by age has in itself lowered the standard of the primary school as a whole. The matter will be further considered in 1.9.8.

1.6. *Criteria for Development.*

1.6.1. The first consideration would appear to be a clear conception of the function of primary education. Parents, teachers, Area Councillors and representative organizations have almost without exception assumed that the pupil completing the primary school *must* proceed to a secondary school. "What else can he do?" is the question which clearly disturbs most responsible adults. The primary school leaver is unfitted for employment, he has no skill which might ultimately lead to self-employment, and if he does not get into a secondary school he becomes one of the dangerously "half-educated", frustrated and potentially a juvenile delinquent. This is the position as it appears to most Gambians, of the Provinces as well as of Bathurst, and it is perhaps the most generally disturbing problem in education in The Gambia today. Rather less than 14% of primary school leavers can hope to get into a secondary school offering School Certificate courses, and parents and the public generally are very sceptical about other forms of secondary education. The two Secondary Modern Schools (intake 265) certainly keep the pupils off the streets for another four years, but further education or employment opportunity is at present limited to 20% of the leavers. For most pupils it simply postpones the inevitable "dead-end" by four years. The other "Post Primary" schools are not considered by parents to offer any opportunity at all. Government has affirmed its policy of providing secondary education for 50% of primary school leavers and indeed it has exceeded this figure; the latest available figure (1964) indicates a 57% enrolment at the second level. Nevertheless, parents protest that less than 20% of the secondary education is effective, and are concerned about the 80%, and more particularly for the 43% who do not get into any kind of post primary school. The problem stems from the conception that all primary school leavers must proceed to secondary schools. Parents do feel so strongly about this that many prefer to withdraw their children from the primary school — "it is better that they be illiterate than half-educated". In some Provincial schools, there has been no enrolment in Class I this year for this reason, and representatives of at least one Area Council have declared, in writing, their intention of boycotting the primary school if they are not, now, assured of secondary education on completion of the primary course. But The Gambia also looks forward to universal primary education, with, in the parents' view, an implication of universal secondary education. Even now the parents affirm that the primary school leaver is neither fitted, nor willing, to work on the farm, and no one has seriously suggested that it will be easier to persuade the secondary School Certificate holder to return to the land. Yet agriculture is the basis of the economy; there is literally, at present, no alternative.

This is a problem of the utmost importance, because all the people are so deeply concerned. Nevertheless, I do not believe it presents a real difficulty. If in fact six years of primary education simply unfit a village boy for life in the village, there is surely something wrong with the type and content of primary education (1.9.2.). If he has no skills or aptitudes or interest, the school has failed. It is, however, certain that exhortation without incentive will not convince either the boy or his father, and rural life must offer fair rewards. Supply and demand, employment opportunity, and comparative cost of living in town or village will ultimately determine what in the context of The Gambia is a "fair reward". It is not so much a matter of level of education as of the ability of the individual to live effectively in his environment that counts; education is indeed a means to that end and not an end in itself. The problem then is one of the content of education, not only in the primary school but even more so at the second level of education; the proportion of children assured of a secondary education, 50%, is generous in the circumstances and far above the target level for Africa.

It should here be recorded that a number of thoughtful village parents, chiefs and Councillors, and some teachers, did stress the fact that really the parents do want their children, or most of them, to remain members of the family group and to live in the village; their main concern was that primary education, as they know it, appears to be, at best, irrelevant in this context.

We have stated that the first criterion of the development programme should be a clear conception of the function of primary education. Public relations and information is apparently defective, more particularly in the Provinces. There was misunderstanding, impatience and some bitterness in the reactions of many people interviewed. Government should give much attention to informing the people of the nature of its educational programme and ensuring their co-operation as the people principally concerned.

1.6.2. The second criterion should be an up-grading of standards. There is no point in multiplying a poor product; indeed, a good deal could be said in favour of the attainment of high standards before there is any quantitative expansion. In practice, of course, both processes must be advanced simultaneously. It is worth emphasizing, however, that a poor school is at least as costly as a good one and a country with limited resources simply cannot afford the extravagance of a system yielding poor results (see Section 1.9. below).

1.6.3. The expansion of primary education should be planned; there is evidence that in the past expansion has not been related to population growth, nor to a properly integrated system based on "intake-output" at all levels. In particular, the country should assess the rate of expansion in relation to the attainment of universal primary education. Target figures should be established even though it is impossible to forecast with accuracy either the child population — which could be appreciably affected by, for example, a decrease in infant mortality — or the resources which may be available in ten or twenty years time. It is possible, however, to make projections based on current trends, knowing that the position must be re-assessed within five years. If the targets have been passed,and the economy is improving, then the rate of expansion can be accelerated.

1.6.4. It is very necessary to bear in mind that the desire for education is by no means universal. Whole areas, communities, and even whole tribes resist all inducements or pressures to co-operate; often even when a school has been provided as few as 10% of the children attend; there is still a marked tendency to keep the girls at home, with no improvement in the last 6 years (1.4.2.). Since universal education cannot in any case be achieved at once, it is necessary to select as priorities those areas which are ready for development, and also to stimulate public interest by better information services and improved public relations.

1.6.5. A further criterion is the ability of the country to maintain a steady rate of growth in the education system. That The Gambia can maintain an expanding system has of course been demonstrated over the years, but the maximum rate of development has not yet been determined. Hitherto, all capital costs, and some recurrent, have been met from Colonial Development and Welfare funds. It is expected that this source of revenue will decrease, and then cease, over the period when education may be expanding most rapidly. On the other hand, both the national revenue, and that proportion of it devoted to education, may be expected to increase.

1.7. *Objectives.*

1.7.1. The average rate of expansion over the last three years has been about 1,000 per annum: I believe that over the next five years the rate should be, on average, 1,500 per annum or a total increase of 7,500 places. In the period 1970—75 the rate of increase should again be accelerated to 2,200, or 11,000 new places within the period.

1.7.2. The effect of this programme must be considered separately for Bathurst and the Provinces (1.1.4.). It may be summarized thus:

TABLE II

Proposed Enrolment 1965—1975

Area	*Population* 1965	*Enrolment* 1964	1970	1975	*Target %* 1970	1975
Bathurst	29,700	3,723	4,700	5,500	100	
Provinces	300,300	7,781	14,300	24,500	25	40
		11,504	19,000	30,000		

Bathurst, with 66% of children in the 6—12 age group in school in 1964 should attain "universal" primary education by 1970. "Universal" in this context means that all children attaining the age of 6 should be admitted to school if their parents so wish, and it assumes that all children already admitted, as well as new entrants, will complete the six year course. There is no compulsion in the matter, nor at present should such powers be sought. For various reasons, some children may not attend or may drop out: it may be that up to 5% would remain out of school by reason of physical or mental disability. The further increase from 1970—75 makes provision for natural increase.

In the Provinces, there should be a substantial increase from 16% to 25% in enrolment by 1970, and by 1975 there should be about 40% of provincial children in school.

1.7.3. It is at present impossible to predict the year of attainment of universal and total (if not compulsory) primary education. There are still far too many unknown factors: for the provinces there is no reliable evidence of birth rate, infant mortality or total death rate; there is no evidence of trends; there is no likelihood or the effect of improved health services or the survival rate of infants — infantile mortality is variously quoted from 150 to 400 per thousand. Other ractors, including general health and increased prosperity, will undoubtedly affect the total population in one way or another.

I can only say that according to *present* trends it appears that it will not be possible to achieve universal education before 1990. But present trends may not continue, and this Programme provides for a complete re-assessment of the situation in 1970; if by that time more precise statistical data is available, if sound building and teacher training programmes have been established, and if the economy of the country supports it, then it will be possible to accelerate the rate of development. Whether or not this is practicable will to a large extent depend on whether the present targets have been reached and whether the infrastructure has been established.

1.7.4. *Classrooms and Sitting.* Bathurst will require 24 classrooms during the period 1965–70, preferably two 2 stream schools.

The Provinces will need 180. The total programme is equal to 6 schools x 6 classrooms per year over the 5 years, and Government was already pledged "to open 6 schools a year". It is true that in the earlier years of the scheme Government often builds only the first two rooms of a school, but when the scheme is properly under way this would amount to 36 classrooms per year or 180 in the Provinces over the five years.

The problem of siting schools should, I think, be reviewed. The policy is based on the assumption that a school must be at least of 6 classes, P.1–6, with a regular basic intake of 40 pupils. If a community can guarantee this intake, with no subsequent "drop-out" it may establish a case for the provision of a school. Having established a school the community frequently experiences difficulty in maintaining the annual intake at 40, leading to friction with the Ministry and possibly closure. The basis of this assumption is that the population is tidily distributed in units of at least 1,400 population, which could support such a school under a system of compulsory attendance, or with a population of 8,400 on the basis of a 16% attendance (1964). There is no town of 5,000 population outside Bathurst and only 4 with 2,000; "the population unit" supporting a school consists of as many as 13, or even more, villages within a radius of, perhaps, 8–10 miles. This constitutes a real hardship to most pupils and has introduced other problems such as transport, boarding or school feeding. For the most part the parents solve the problem by keeping the children at home. Much of the provinces is sparsely populated and village communities are very small, often isolated and connected by bush track one with another.

The six class school is a logical conception in a six class system, but it does not conform with the nature or needs of the community. It is perhaps easier for the teacher to teach the one grade and age group, but multiple class teaching has been the normal basis of primary education in many countries, with much larger populations than The Gambia, and is retained in many countries with highly developed systems of education. It is highly flexible, and can be adapted to the needs of the community, and readily permits of expansion.

There is another important conception; any development in education should be planned as an integral part of community development, and the presence of a school, and a school master can become the major factor in a more comprehensive community development programme.

Ultimately, with universal education, a community of about 250 persons can maintain a single teacher school with an enrolment of 40 pupils, and larger villages could support larger schools in proportion to their size. It is normally agreed that children can walk up to a maximum of three miles to school, and it might well be practicable to group neighbouring villages, siting the school with consideration for children coming from the smaller village.

It is therefore not practicable to declare policy in the terms of "opening X schools per year". The objective might be 36 classrooms per year, half of which would probably be required to meet the needs of expansion in schools already established, and perhaps half, in units of one, two, or three, classrooms in perhaps 8—12 villages.

1.7.5. *Staffing.* Classrooms in themselves will not solve the problem of primary education. Teacher training should be improved and extended to meet the needs of the expanding system. This aspect is considered in Section 3 of the Report.

1.7.6. *The Content of Primary Education.* The Teachers' Union, and many other organisations and individuals, have drawn attention to the need for a syllabus of Instruction. This is an important question which might be satisfied in the first phase of the Development Programme (see Section 1.5.4. and 1.9.2.).

1.8. *Programme for Expansion School Building*

1.8.1. Hitherto, the rate of expansion has been somewhat leisurely, and the costs of the comparatively few new buildings have been met from C.D. & W. Funds. In these circumstances it has been possible to provide new buildings of a high standard, constructed almost entirely from imported materials, and requiring a fair level of craftsmanship in construction. The Ministry of Works estimate for town schools is £1,250 per room, and most of these schools are built either directly or by contract with the Ministry. The Ministry's estimate of cost for provincial schools is £750 per classroom, but in practice the work is done by Development Officers, working to M.O.W.'s plans and specifications, at a cost of £450 per room (section 1.3. above). This is very good value.

The situation is changing; the Development Programme calls for an accelerated rate of building at a time when C.D. & W. Funds are likely to decrease. More schools will be required in more remote areas where it is difficult to find skilled craftsmen or transport for imported materials. The country may well have to husband its foreign exchange.

Over the years the Roman Catholic Mission has acquired much experience in building in a variety of materials, and most of the schools are functional, practical and well adapted to the needs of the country. Buildings constructed 20 years ago for £50 a classroom are still sound, and the cost of maintenance has been negligible. Costs have, of course, increased greatly in 20 years, but this type of building, to improve specifications, is still cheap.

The Roman Catholic Mission supplied the following specifications and estimates for a low-cost 3 classroom school.

Standard Specifications

Dimensions: 100' x 24'
Pillars: Concrete (reinforced) 9" x 9" x 9', 8ft. intervals
Walling: Concrete block, 6 ft. low wall (no windows)
Partitions: Concrete block, 7 ft.
Floor: Concrete (6")
Doors: Pressed steel

Modified Specifications

Dimensions: As above
Pillars: As above
Walling: Mud brick
Partitions: Mud brick
Floor: As standard specifications
Doors: As standard specifications

Cost		*Standard Specifications*		*Modified Specifications*
		£		£
Imported materials		330		255
Local materials		110		85
Labour		300		180
Supervision		100		60
Contingencies		60		20
Total 3 room school	£	900	£	600
Per room		300		200

In places where rhun palm is available for pillars (about half the country) a further saving of £45 could be effected.

Note:

The dimensions quoted are very generous, 800 sq.ft. per classroom, allowing ample space for group work, multiple class teaching and practical activities.

1.8.2. Even if we take the highest priced estimate of the Roman Catholic Mission, the cost is £900 (for 3 rooms) with a £330 component in imported materials. I believe it would be possible to attract bilateral aid to supply this element if a sound scheme were devised; this would in effect be a subsidy of £110 per classroom, with a local cost of £190. If we take the modified specifications the corresponding figures would be £85 and £115.

1.8.3. Low cost school building on this scale may not be practicable within the normal programme of the Ministry of Works. As we have seen, the Ministry has not itself undertaken primary school building in the provinces. Since there will always be a steady and continuing demand for school buildings, and the work is comparatively simple and entirely repetitive, it should be practicable to establish a separate school building unit under the Ministry of Works, with a minimum team of skilled men, or foremen, who could supervise village contractors in much the same way as the Catholic Fathers have done.

1.8.4. It is difficult to justify differences in standards for Bathurst and the rest of the country. The village child is surely equally important and the village teacher needs and has reason to expect equally good conditions in which to work. If the City desires a higher standard, it should not be difficult to devise a scheme whereby it can, from the resources of the City, supplement the provision made by the Central Government and maintain higher standards. Indeed, such an opportunity should be available to any community, but the basic provision of the Central Government would be equal in all cases.

1.8.5. It is important that the school teacher should be adequately housed.

The standard size of a teacher's quarter is 600 sq.ft. The Roman Catholic Mission estimate, to "standard specifications", 10/- per sq.ft. the Government estimate 12/9d. per sq.ft. If we assume the Roman Catholic Mission type of specification — concrete block, aluminium roof, steel door, etc. and say 11/- per sq.ft., the cost of each quarter would be £330 if built as in 1.8.3. above.

It will be observed that the cost of housing the teachers will exceed the cost of building schools; nevertheless, houses must be provided. Of the total cost, £120 represents the cost of imported materials. The "modified specifications" would show a saving of about 30%.

1.8.6. *Furniture* The average cost of seating a child, using imported steel furniture, is £5. It should be possible to mass-produce furniture at the Technical School at an inclusive cost of £1. 15 0 per pupil (including teacher's desk, etc.). This should also save foreign exchange (see Section 2).

1.8.7. *Time Schedule and Costing of Classrooms.*

TABLE III

Provision of Classrooms

	1965—6	1966—7	1967—8	1968—9	1969—70	*Total*
Bathurst ..	8	8	8	—	—	24
Provinces ..	45	58	21	28	28	180
Total .	53	66	29	28	28	204
Cost at £300 £	15,900	19,800	8,700	8,400	8,400	61,200
Development Programme 1964—1967	16,000	20,000		—	—	36,000
Bilateral Aid requirements	—	—	3,190	3,080	3,080	9,350
Local Funds requirements	—	—	5,510	5,320	5,320	16,150

Costing is based on the "standard specifications" given in Section 1.8.1. above. If the modified specifications were adopted there would be a 40% saving to Government.

The comparatively high rate of building in the first two years of the programme will enable Government to make the best possible use of the C.D. & W. funds already provided in Estimates. The breakdown of costs in and after 1967—8 is based on the possibility of bilateral aid.

1.8.8. *Time Schedule and Costing of Teachers' Residences.* We have noted the reason for the comparatively high rate of building classrooms in the first two years. This is economical and use can always be made of the spare classroom, which simply anticipates the intake of the following year. It is usually not desirable to build teachers' residences in advance of need, and to leave them vacant. The time schedule for teachers' residences does not therefore coincide with the provision of classrooms, but indicates a steady increase which should be reflected in the increase in enrolment.

TABLE IV

Provision of Teachers' Residences

	1965—6	1966—7	1967—8	1968—9	1969-70	*Total*
No. of Residences ..	40	41	41	41	41	204
Costs at £330 .. £	13,200	13,530	13,530	13,530	13,530	67,320
Development Programme 1964—1967	5,000	5,000	—	—		10,000
Difference ..	8,200	8,530	13,530	13,530	13,530	57,320
Bilateral Aid requirement	4,800	4,920	4,920	4,920	4,920	24,480
Local Funds requirement	3,400	3,610	8,610	8,610	8,610	32,840

Costs are based on "standard specifications" as quoted above.

1.8.9. *Time Schedule in Enrolment and Recruitment of Teachers*

TABLE V

Projected Enrolment 1965–75

Year	*Pupil Enrolment* *Cl. I Intake*	*Cl. VI Output*	*Total Cl. I-VI*	*Annual Increase*	*Increase in* No. of Teachers.*
1964–65	2,388	1,555	11,504	(1,000)	(13)
65–66	2,850	1,650	12,500	1,000	21
66–67	3,100	1,650	13,600	1,100	21
67–68	3,300	1,800	14,800	1,200	23
68–69	3,500	1,950	16,050	1,250	36
69–70	3,800	2,100	17,400	1,350	41
70–71	4,200	2,430	19,000	1,600	43
71–72	4,650	2,600	20,600	1,600	45
72–73	5,200	2,700	22,500	1,900	55
73–74	5,600	2,900	24,700	2,200	63
74–75	6,100	3,150	27,200	2,500	71
75–76	6,750	3,500	30,000	2,800	80

*Net increase, not training rate with allowance for wastage.

1.9. *Programme for Improvement of Professional Status*

1.9.1. *Teacher Training.* There can be no development plan without an improved and continually improving, teacher training programme. The immediate output, for primary schools alone, is 60 teachers per annum. This will be more fully considered in Section 3 of this Report.

1.9.2. *Syllabus of Instruction.* The content of education calls for an entirely fresh approach. A syllabus as such does not exist.

The preparation of a new syllabus presents an opportunity to reduce a multiplicity of "subjects" into four or five major skills or areas of interest. No one has suggested to me that English should cease to be the principal language and the basic language of instruction, although there has been conflicting evidence on the use of a vernacular language, and which or how many vernacular languages might be taught. If then we assume that English will continue to be the principal language, and ultimately a *lingua franca* not only in The Gambia but in a wider sphere, then its importance is obvious and the school must aim at a high standard in oral and written speech. This may be one of the subjects which was better taught in the Golden Age (1.5.1) but the present procedures and results cannot be described as good. English, then, as a language, and as a "tool" subject affecting the study of all other subjects remains the basis of the curriculum.

Let us for the moment leave the vexed problem of the vernacular and turn to Arithmetic. There is still so much that is irrelevant — teachers still teach "crowns and half crowns", although the coins have no relevance in The Gambia; there is still much teaching by repetition and rote without any clear conception of values or basic principles, or attainment of speed or accuracy. This, of course, is ultimately a matter of teacher preparation.

Geography and History are usually, and perhaps wrongly, placed next in importance on the list. Both the content and the approach are for so many countries so formal and academic that they have little relevance for the primary school child. Some thirty years ago an attempt was made to unify this body of knowledge, together with "Civics" into a subject known as Social Studies. This corrected the approach but again is somewhat ambitious, if not pompous, in the primary school. Whatever the subject title, what is wanted is an objective approach to the understanding of how and why various peoples live and react in different ways and patterns to the natural conditions of the country in which they live.

Equally important is the child's understanding of the people of his own community in their local environment. In the provinces this means "Rural Studies" and includes all the conceptions of basic science of which the child is capable, and could also comprehend art and craft. A proper approach to this study may well be the answer to the farmer-parent who complains that the school simply unfits the child for rural life (1.6.1.). There is much excellent material in the draft syllabus of Rural Studies.

To return to the vernacular: it is the birthright of every child to retain and perfect the use of the mother tongue. To what extent it is possible to provide this instruction for all children, and to what extent teachers are capable of teaching vernacular languages is a matter for the local experts. It is true, however, that some teachers who have most strongly advocated the teaching of vernacular languages have admitted that they themselves could not undertake such teaching. To summarize, the syllabus needs a thorough revision, with a simplification in broad subject areas:

1. English
2. Arithmetic
3. Rural studies in Provinces; modified science and crafts in Bathurst.
4. Social studies and other cultural subjects, Koranic studies, vernacular, music.

In upper classes the distribution of time might be roughly equal for each group of subjects

The Teachers' Union has rightly emphasized the need for a syllabus revision and has offered to serve on subject panels of experts appointed for this purpose. Specialists from the Ministry, the Teachers' Union, Yundum Training College and other occupations, e.g., in the Ministries of Agriculture and Health, could make an immediate start on this project, which is essential on whatever scale the development programme may be.

1.9.3. The syllabus itself is not enough. The teacher will require guidance in the interpretation and application of the syllabus, and for this purpose a publication such as the "Suggestions to Teachers" (H.M.S.O.) but prepared specially with regard to the Gambian syllabus and for the assistance of Gambian teachers would be invaluable. Teachers Lending Libraries, say one in each Divisional Headquarters Town, would give teachers much help and encouragement. A journal for teachers, with topical notes and guidance would be most stimulating; it might issue at the beginning of each term.

1.9.4. *Supervision.* In a very real sense, every Head Teacher is a supervisor, and his contribution is crucial to the total system. It has been represented that whereas the number of teachers has increased two-fold or threefold in recent years, the number of supervising teachers has not increased in proportion. But the number of supervising teachers appointed in the first instance was determined more by the geography of the country than by the number of teachers. The first consideration is the function of the supervising teacher. He fills the role of an Inspector, but inspecting and reporting, as such, can be a barren act, of little value to the Ministry and less to the teacher. The inspectorial check on compliance with regulations and maintenance of standards has a value, often a negative one, but certainly one which decreases as the teaching service advances in professional status. To the degree that teaching is in reality a profession, these checks are formal and almost irrelevant. But the supervising teacher's most useful function is raising of professional standards, which can best be done by the in-service training of teachers and more particularly by the help and advice he can give to the least qualified teachers, mostly the untrained. This, however, is a continuing process and cannot be accomplished in a short visit; if the Head Teacher is qualified, he is in a much better position to give this regular help and guidance than is a supervising teacher. I suggest regular vacation courses for Head Teachers to enable them to discharge this function. A Head Teacher cannot give the necessary supervision to his staff if he himself is tied to his classroom every period in the week. As we shall see in 1.9.6. below, the Headteacher may have a good deal more free time during the first two months of the year when this sort of in-service training can be most effective. Thereafter I believe it should be possible to relieve the Head Teachers of teaching for one hour every day, during which he should supervise actual class teaching. Class I is at present expected to work the same full day as Class VI. This should not be necessary and it is doubtful whether it is desirable; if the Class I day is properly organized the essential work could be accomplished in one hour less than in the other classes. For example, Class I children at present do:

4	periods a week	"Rural Studies"
2	"	Geography
2	"	History
10	"	English
8	"	Vernacular languages
4	"	Art and Handwork (often without materials)

It should be possible to save 10 periods a week from this.

In addition to supervising actual class teaching, it may be desirable for the Head Teacher to supervise preparation of lessons, and even the background reading of the young teacher. Preparation of lessons is in any case always done out of school hours, and this should cause no great hardship in a 22 hour week (the total time schedule).

The potential influence of the Head Teacher on professional standards could hardly be over emphasized, and the supervising teacher would be very much more effective if he operated through this channel. The vacation courses, or seminars, for Head Teachers should deal systematically with the techniques of in-service training: they could operate at Division level, with each supervising teacher meeting his own team of Head Teachers, or on national level; the former being a smaller group may be more effective. There is, on average, one supervising teacher per 21 schools; some of the schools have only one or two teachers, and none more than six. The supervising teacher resides in his area. I do not see a strong case for increasing the number of supervising teachers, especially if Head Teachers undertake closer supervision of unqualified teachers. There is, however, one relevant point here. It is reported that supervising teachers waste a very considerable proportion of their time because their vehicles are unserviceable. This is uneconomic and as wasteful of money as it is of men.

What then is the role of the supervisor? Many of his duties are inevitably administrative rather than professional, but we are here concerned with his professional responsibilities. The teaching service in The Gambia is surprisingly and refreshingly young, and many of the Head Teachers lack experience. To some extent this could be remedied in the vacation courses referred to above, but much may have to be done in the school. If a school really requires the professional guidance of the supervising teacher, he should remain and assist for as many days as may be necessary until he is assured that the situation has improved substantially; a brief visit, assessment and reports usually leaves the situation precisely where it was. Good schools, under responsible Head Teachers, need no more than one brief visit a year. He will also be concerned with unqualified teachers and it would be as well to post them in centres or on a main road where he can see them more frequently. One of his principal functions will be in-service training (below 1.9.5.).

The supervising teacher holds a key post and should be well trained, and experienced; his qualifications should be those of a Training College lecturer and his salary scale should normally be higher than that of a primary school Head Teacher. He is in fact paid less than the head of a double entry school.

1.9.5. *In-service Training.* We have considered the in-service training possible within the school, and in which the Head Teacher plays such an important part, and also the more extensive training programme in which the supervising teacher should be engaged in longer visits to fewer schools. There remain the endless possibilities of systematic in-service training in vacation courses; such courses, preferably residential, staffed by Training College lecturers, supervising teachers and visiting experts could amount to a renaissance in the life of the school. But they should be systematic, intensive and aim high. A course, to be worth while, should last for two weeks and restrict itself to one theme or subject; a course lasting a few days, with odd lectures ranging over the whole curriculum, with snippets of child study, is seldom worth the trouble and expense involved. We shall refer in Section 3 to the availability of teacher educators and visiting experts.

1.9.6. *The School Year.* The school year, September to July, appears to suit Bathurst, and is in any case now firmly tied to an external examination system. In relation to the natural cycle of the farming year, cultivation, harvesting and the "trade season", it is quite arbitrary and inconvenient.

Farmers the world over, in much more prosperous circumstances than The Gambian farmer, have needed the help of their children at certain times of the year. The principal difficulty at present appears to be the admission of the young children as new entrants to Class I in September. Even the youngest are needed. In some schools there is a token entry of only 3 or 4 children, although there are on the Waiting List the names of 40 children who will all turn up in November. This apparently has been the practice for years and has caused much work and worry to the school master who stumps round his villages seeking his children.

The farmer has apparently adapted himself to the school year for the older children, already enrolled, but satisfying the Ministry's requirements of "intake" remains an unnecessary cause of friction. An interim and compromise solution would be to retain the present school year for Cl. II—VI and to enrol the new Cl. I "intake" on, say, 15th November. Parents and Area Council members with whom I discussed the question thought that this would meet their case. It would also be of real benefit to the school; it would not only remove the friction and save the time now wasted with making two or three beginnings as new pupils arrive, but it would also give the school a supernumerary teacher for two months. This woud free the Head Teacher from much of his class teaching to enable him to establish the school soundly at the beginning of the year, and to undertake more intensive in-service training and supervision with his staff and more particularly the unqualified teachers (see 1.9.6.).

I have described this as an "interim solution". At present the children of the upper classes do attend very well, but this may only be possible because only 16% of provincial children are in school anyway; there are many left to help on the farm. As the country approaches universal education this problem may well become more serious and the school year may have to be made to fit the farming year, even though this would pose another serious problem in the timing of external examinations.

1.9.7. Teachers have complained that there is no planned rate of admission to primary schools, although this probably referred to Bathurst primary schools. The Ministry does what it can with the statistics available, but there is clearly room for improvement in the data on which projections can safely be made. Of equal importance is a public information service designed to secure co-operation and remove doubts and misunderstandings.

1.9.8. *Mass-promotion.* The real problem is not really one of "promotion", it is what is the best way to deal with the slow learner, both for his own good and the good of his classmates. It has I believe been adequately proved that keeping a boy back, year after year, until he is the obvious big ineducable amongst a lot of brighter younger boys is no solution either for him or for his classmates. He would be socially at least as much out of his element as he is intellectually by mass-promotion. The answer is perhaps in streaming, and in group work within streams. The problem of mass-promotion was most frequently, and almost exclusively, raised in Bathurst where most of the schools are double stream. If in the essential subjects of English and Arithmetic there are, say, three streams, there will be six groups or "sets" of children, and the backward can usually be fitted into one of these groups. The "class" is not so much a "standard" as it used to be called, but a year of study and it need deceive no one that a boy in his sixth year of study has not the same level of attainment of others in the sixth year.

There is another aspect of this problem: the more children are retarded and required to repeat a year, the fewer places for those who are at present excluded, and also the higher cost of the primary service.

1.9.9. *Conditions of Service.* My terms of Reference do not include conditions of service, but there are some aspects which are vital to the educational system and no survey could properly ignore them. The topic affects rather the secondary school and is discussed in Section 2. I would, however, like to make three observations which concern the provincial primary schools:

It would seem that the system of payment involving delay in the teacher receiving his salary is causing much dissatisfaction:

A six-teacher school might be recognized as a "J3" school even if enrolment is below 200:

Teachers would be encouraged by more "promotion posts" — the senior assistant master in a six-teacher school might be officially recognized.

1.10. *Summary of Local Costs of the Development Programme in Primary Schools.*

TABLE VI

Capital		*Estimated Cost of Development Programme*					
	Ref.	1965-6	1966-7	1967-8	1968-9	1969-70	*Total*
School Building ..	1.8.7.		—	5,510	5,320	5,320	16,150
Teachers' Residences	1.8.8.	3,400	3,610	8,610	8,610	8,610	32,840
Furniture	1.8.6.	2,800	2,870	2,870	2,870	2,870	14,280
TOTAL ..	£	6,200	6,480	16,990	16,800	16,800	63,270

Note:

These local costs assume bilateral aid (1.8.6.—1.8.8.). Modified specifications would reduce cost of school building by 40% and teachers' residences by 30%.

Recurrent (Additional)

		1966-7	1967-8	1968-9	1969-70
Personal Emoluments ..		5,776	12,369	19,464	27,729
Other Charges		1,650	1,800	1,875	2,025
TOTAL	£	7,426	14,169	21,339	29,754

Unit Costs per child enrolled (all primary education):

Personal Emoluments	£8.7
Other Charges	1.5
Total ..	£10.2
Less fees paid	.5
Net cost	£9.7

1.11. *Summary of Recommendations*

We recommend:

(1). that the target for enrolment be 19,000 in 1970 and 30,000 in 1975 (1.7.2.)

(2). that Bathurst should attain universal primary education by 1970 (1.7.2.)

(3). that 24 classrooms be built in Bathurst and 180 in the Provinces during the period 1965—70 (1.7.3.)

(4). that school size be adapted to the needs of the community and village population (1.7.3.)

(5). that low cost school buildings be provided, using local materials where possible, and bilateral aid be sought for essential imported materials (1.8.1.)

(6). that a school building unit be established to supervise construction (1.8.3.)

(7). that school furniture be made locally, preferably at the Technical School (1.8.6.)

(8). that staff quarters be built for all teachers in the provinces (1.8.8.)

(9). that the Primary school syllabus be revised and made available in all schools (1.9.2)

(10). that rural studies be given special emphasis in the provinces (1.9.2.)

(11). that teachers be given professional guidance through publications, including a local "Suggestions to Teachers" and a teachers' journal (1.9.3.)

(12). that supervision and in service training be improved and systematized (1.9.4. and 1.9.5.)

(13). that the school year for Class I be modified in the provinces.

2. SECONDARY EDUCATION

2.1. *The System*

2.1.1. *Entry Requirements.* Children sit the Common Entrance Examination, conducted by the West African Examinations Board, at the age of 11+, the successful candidates entering secondary grammar schools at 12 +. Children completing the primary school but failing to secure entrance to a grammar school may enter secondary modern schools or the post-primary classes attached to certain primary schools.

2.1.2. *Nature and Length of Course.*

(*i*) *Grammar Schools to Form VI and A Level.* There is one such school in the country — The Gambia High School (Boys and Girls) offering School Certificate Advanced and Ordinary Level courses. The course to Ordinary Level is of six years, with two years in the Fifth, and the Advanced Level course is normally completed in two years in the Sixth Form, with an extra preparatory year for students from other schools who need a preliminary course in Science. The school is Independent, heavily subsidized by Government, and situated in Bathurst.

(*ii*) *Grammar Schools to Form V and O Level.* There are three schools, one Roman Catholic Boys, one Roman Catholic Girls and one Government mixed. The course, leading to the Ordinary Level Certificate is of six years, with two years in the Fifth.

The two Roman Catholic schools, grant-aided, are in Bathurst; the Government school, "Armitage", is in Georgetown, centrally situated up river.

(*iii*) *Secondary Modern Schools* offer a four year general course with a more practical bias. There are two of them, mixed, both Government, one in Bathurst and one in Latrikunda 8 miles out of town.

(*iv*) *Post-Primary Classes.* There are ten such schools (1965) offering up to four years of post-primary education; four of these "schools" were established last year and have as yet only one class.

Distribution and management is as follows:—

Management	*School*	*Classes*	*Bathurst & Environs*	*Provinces*	*Boys Girls or Mixed*
Government	Brikama	1		1	B
	Pakalinding	1	—	1	B
	Kaur	1	—	1	B
	Bansang	1	—	1	B
Bathurst C.C.	Bathurst C.C.S.	4	1	—	M
R.C. Mission	St. Augustine's	4	1	—	B
	St. Joseph's	4	1	—	G
	Kanifing	4	1	—	M
	Bwiam	3	—	1	M
	St. George's (Basse) ..	4	—	1	B
			4	6	6 B 1 G 3 M

2.1.3. *Summary of Enrolment at Secondary Level* (1964).

TABLE VII

Summary of Enrolment at Secondary Level (1964)

Type and Number			Form I	Form II	Form III	Form IV	Form V 2 years	Form VI 3 years	TOTAL
Grammar Schools	4	Boys	133	137	111	154	214	32	Boys 779
		Girls	66	57	49	62	71	8	Girls 313
Secondary Modern	2	Boys	158	170	183	179	—	—	Boys 690
		Girls	107	94	85	83	—	—	Girls 369
Post Primary	10	Boys	253	156	138	47	—	—	Boys 594
		Girls	96	57	65	29	—	—	Girls 247
Total 16 Schools		Boys	542	463	432	380	214	32	Boys 2,063
		Girls	269	208	199	174	71	8	Girls 929
TOTAL			811	671	631	554	285	40	2992

2.1.4. This provision, however, is in practice a collection of institutions and not a system. It simplifies presentation to group the schools in this way, but the schools have in fact emerged under pressure on an *ad hoc* basis and each bears the stigmata of expediency. Having made a rough classification of schools in terms of numbers it is now necessary, as briefly as may be, to consider the characteristic differences and problems of each school, in the hope that a clearer and more comprehensive system will emerge.

2.1.5. The Gambia High School, formerly two Methodist secondary schools for boys and girls, is now an Independent School under its own Board of Governors and in receipt of Government grant. Its present (1965) enrolment of 420 includes 130 girls, but it is basically a two-stream school with an intake of 60. Standards have improved steadily in recent years, the most significant contribution being a successful Sixth Form which facilitates direct entry to overseas Universities. This is the more important since The Gambia has itself no University and must conform to entry requirements of other countries. The school has a staff of 20, all Graduates, and half expatriate. The buildings, completed in 1964, are excellent and include science laboratories and workshops.

The peculiar difficulties of the school derive from its constitution which is the basic agreement between the founders, the Methodist Mission, and Government. The constitution provides, inter alia, for 20 teachers, 10 of whom may be expatriates, but with no reference to enrolment or function. In the meantime the school takes 100 more students, and adds a Sixth Form, which inevitably imposes a teacher-student ratio of about 1:5, and somehow the extra load must be carried with the basic staff of 20. It would appear that the staff has responded most effectively but, nevertheless, something must be sacrificed. The staffing conditions are unduly stringent, there is no flexibility, and "fringe" subjects, e.g., Art, are neglected. Furthermore, the heavy demands of the Sixth Form may obscure the equally valid claims of the Fifth.

The second limitation has another origin. The school is the only one of its kind in the country and is likely to be so. The Sixth Form, however necessary, is very costly, in terms of staff as of money, and one institution can more efficiently meet the total national need.

The school represents a very considerable investment, and its recurrent costs are high. Already there is a keen competition for the limited number of places available, and the demand will certainly increase. The school would give much better service as a three-stream, reduce cost per student, and obviate the need for duplication elsewhere.

A further limitation lies in its traditional pre-occupation with an academic curriculum. Within the last two years the school has established the teaching of science at Sixth Form level, but this is not enough. A Secondary Technical bias would be realistic.

2.1.6. St. Augustine's (Boys) and St. Joseph's (Girls) both R. C. Mission schools, may be considered together. They both offer School Certificate course to Ordinary Level and eligible students may then transfer to the Sixth Form of the Gambia High School. Both schools enjoy a high reputation and have served the Gambia well. They are at present housed in old Mission buildings which are no longer satisfactory: budgetary provision has been made for rebuilding St. Augustine's School this year from C.D. & W. Funds.

The principal impediment to progress has been financial and arises from another arbitrary agreement between Government and the Voluntary Agency. By this agreement Government recognizes 8 teachers in each school, 4 missionaries and 4 Africans, and pays grants on the basis of a fixed salary averaging £455 for the missionaries and the approved salary rates for the Africans. Under normal staffing conditions, on present enrolment, St. Augustines requires 12 teachers (including the Principal) so the Mission should employ 4 more teachers at its own expense and it may be compelled to engaged the cheapest and the least qualified.

It is neither professionally nor economically sound for these schools to attempt to cover the syllabus to School Certificate "O" Level in a single stream school.

2.1.7. *Armitage Secondary School.* Armitage the only Government grammar school, and the only established secondary school in the Provinces, has evolved through varied experiences to its present status of a 2-stream grammar school offering courses to "O" Level. Since it serves the whole of the provincial area it is a boarding school, even for local students, both boys and girls (250 boys 70 girls). Buildings are good and a new science block is nearing completion. Staffing is barely adequate, with only four graduates.

2.1.8. *Secondary Modern Schools.* The two schools, Crab Island (730) and Latrikunda (330), both in Bathurst or Environs, are perhaps yet another unhappy result of "borrowing" or importing alien systems. In the United Kingdom, from which this type of school was adopted, the Secondary Modern School had failed to establish itself by function or in the confidence of parents. In the Gambia the academic results have not been impressive and the "practical" training has had little practical value. Of 83 leavers, in 1965, only 17 had found either employment or entrance to any other institution for further study or training. Pupils who had been unable to find employment on leaving the primary school were in effect no better off after a further four years of study; parents and public alike have sought yet a third level of training so that after another three years pupils might have acquired some skill of practical value. Much thought, organization and effort has gone into these schools but the objectives have been vague and staffing difficult.

2.1.9. Post-Primary Classes emerged as an expedient to meet the pressing demands of pupils who had failed to gain entrance to a secondary school. They offered an extension of the primary school curriculum and were staffed for the most part by primary school teachers. In Bathurst there are three such schools, established for four or more years, and now offering a four-year course in many respects similar to that of the Secondary Modern Schools, and indeed they are sometimes so classified officially. They suffer from the defects of the Secondary Modern, to which are added further serious limitations. They are not really schools at all but a series of "post-primary" classes; they have no separate or adequate buildings, and exist vaguely in the noman's land between secondary and primary. They lack equipment and trained staff.

2.1.10. Of the five post-primary classes in the provinces, three are of a later date and have not yet developed a four-class structure; they were established in 1964 and have only one class. They are extensions of the village primary school.

2.1.11. The Ministry of Education has of course long been aware that this unsatisfactory expedient could not continue and has now suspended further extension pending an enquiry into the proper nature and function of such schools.

2.1.12. *The Demand for Secondary Education.* The number of candidates for the Common Entrance Examination increases by over 30% per annum, and this school year is expected to exceed 2,500. At least 400, or 16% should reach a level of attainment indicating ability of grammar school order. The annual intake into the Grammar School is 210 or slightly more than half the estimated demand. Candidates below Grammar School entry level will number about 2,100; there are about 270 places available in the two Secondary Modern Schools and a further 350 in post primary classes, a total of 620; there is accommodation for about 30%. The demand will more than double between 1965 and 1975.

2.2. *The Development of Grammar Schools.*

2.2.1. *The Gambia High School.* The school is briefly described and its limitations indicated in 2.1.5. above. The Board of Governors would welcome the opportunity to extend the usefulness of the school by introducing a third stream with an emphasis on technical and scientific education. This development would in itself dispose of all the limitations noted above; it would facilitate flexible staffing arrangements, the larger unit would be more efficient economically and professionally, and a sound "secondary technical" course could be introduced providing the basic education for technicians at the intermediate level.,

It is assumed that the old staffing agreement referred to in 2.1.5. would be terminated. The minimum staffing ratio for a school such as this should be 1:20 up to Form V and 1:10 in Form VI, excluding the Principal, with, if necessary, an agreed maximum enrolment.

Again in a Sixth Form School with courses in Arts, Science and Technical subjects, for boys and for girls, and with "A Level" teaching one would expect to find a reasonable number of special responsibility posts — at least six. The present enrolment (1965) is 420 and an extra stream would add 180, making a total of 600 with a staff of 30. Six "promotion posts" in a staff of 30 is justified and indeed may well offer the only effective inducement to teachers, especially Gambian teachers with Honours degrees. It is hoped that Gambian teachers can be found for all these posts.

2.2.2. *St. Augustine's* I have observed (2.1.6.) that it is neither professionally nor economically sound for St. Augustines to be developed as a single stream school, that is with an enrolment of 150 pupils (I shall refer later to the practice of having a Lower and Upper Fifth — Section 2.7.). The rebuilding of this School is included in Development Estimates for 1965—6, but it is certain that the school will be too small before it is occupied; indeed, the school has already accepted a double entry into Form I this year. It is, of course, possible to proceed with this scheme as Phase I of a more comprehensive project but the plans and site layout should provide for the extension contemplated. This, however, was not foreseen and I recommend that the plans be reconsidered. Special attention shold be given to the site; the area already reserved for this school is far too limited (see also 2.3.6.). The estimated cost of the single stream at the time of writing is £50,000; I estimate that a two-stream school could be provided at an additional cost of £15,000.

Staffing Ratio. The existing arrangement is inflexible and impracticable, and inevitably will lead to poor staffing and low professional standards. There would appear to be no justification for further capital expenditure unless adequate arrangements are made to meet the recurrent. The staffing ratio should be 1:20 excluding the Principal and the school should be encouraged to recruit graduates if available.

The United Service Agreement is discussed in Section 2.9., and if introduced would facilitate the recruitment of African teachers. The R.C. Mission has also requested that the Fathers serving as teachers be paid according to the approved scale for Gambian teachers; this is a reasonable request, and indeed a generous offer.

2.2.3. *St. Joseph's.* The problems of St. Joseph's are similar to those of St. Augustine's. The Roman Catholic Mission hopes to be able to introduce a double Form I entry in September 1966 and this might be encouraged. It is, however, faced with an acute shortage of accommodation. There are already 900 pupils in primary, preparatory, post-primary and secondary schools all in this compound. An extension of the site is available and the Mission might be encouraged to replan this group of schools more effectively, with the provision of more adequate accommodation.

The observation's on staffing in St. Augustine's apply equally to St. Joseph's.

2.2.4. *Armitage School.* The school is briefly described in 2.1.7. above. There will inevitably be a growing need for more secondary school places in the provinces; there are already 67 primary schools with well over 50% of primary school enrolment extending over a distance of 200 miles and served by only one secondary school. Armitage is already well established in a sound tradition and is central. As an institution it would be more economically and professionally efficient as a three stream school and as a means of providing additional places an extension of Armitage is preferable to the establishment of yet another small school in the provinces.

The third stream might well specialize in agriculture, biology and chemistry to School Certificate level and the opportunity might also be taken to introduce special science courses for girls as a basis for nursing and other medical and health services.

The school is residential, and needs to be since it serves such a very wide area, and all staff must be accommodated.

Estimated Capital Costs for 150 additional pupils

Classrooms	£ 21,500
Domestic Science Unit	5,000
Dormitories	31,500
Teachers' Residences	20,600
Ancillary Staff	5,000
	£83,600

2.3. *The Development of Secondary Modern Schools or Junior Technical Schools*

2.3.1. The function of these schools should be clarified. They were intended to develop a "practical" bias and if this very sound policy is to succeed much more emphasis must be placed on practical training which should be related to employment opportunity. Employment opportunity is, however, a major problem affecting all young adults in the Gambia, and particularly all school leavers; it is discussed in Section 7. This practical training implies a curriculum and organization which is not necessarily or normally a characteristic of the "Secondary Modern" School. A more realistic and descriptive title would be Junior Technical School which properly could include also domestic science, commercial and general education.

The present length of course in the Secondary Modern School is four years. If the Primary School leavers are up to standard and the selection of pupils is effective it should certainly be possible to cover the course in three years. There is evidence to indicate that at present the attainment on entry is not satisfactory and an immediate reduction in the period of the course would be arbitrary and result in lowering the already poor final standard. Nevertheless, plans should now be made to reduce the course from four to three years as soon as possible, with a target date not later than September 1968. In the meantime the first year should be regarded as a preparatory year consolidating the work of the primary school principally in English and Arithmetic.

The normal three-year course in Junior Technical Schools in Bathurst should offer as wide a range of training as possible, and by agreement with the Ministry each school should specialize in, say, three skills plus a course in general studies. A student should be engaged in the major technical subject of his choice for at least two full days per week. The course should lead to an approved qualification such as the West African Examination Council's proposed local modification of the "City & Guilds". The total range of skills covered by all the schools should be as broad as possible to spread employment opportunity, and minimize the risk of overtraining in any one field.

The number of students taking any one course should be limited according to the capacity of the school to preserve a proper balance; not more than 25% should be admitted to the general education course.

For most of the students the Junior Technical School would be a finishing school but provision might be made for the transfer of exceptionally gifted students to a further course of study — students in technical courses might go on to the Senior Technical School and students following the general education course might transfer to a grammar school to complete Form V and in due course perhaps be admitted to teacher training.

2.3.2. There are two "Secondary Modern Schools" which could be reorganized in this way — Crab Island and Latrikunda. There are also three institutions offering "Post-Primary Classes" over a four year course; allowing for the limitations noted in 2.1.9. above, they are still very similar to the Secondary Modern Schools, and are in fact sometimes so classified. The three schools are: Bathurst City Council School and St. Augustine's and St. Joseph's "Post-Primary" Schools. These schools might also be reorganized as Junior Technical Schools.

2.3.3. *Crab Island School.* The school already has an enrolment of 732; it might be finally limited to 720, allowing for a maximum intake of 6 classes x 30 students over the present 4 year course. When the three year course is introduced there will be accommodation for an 8-class in take.

Crab Island is now ready for upgrading and reorganization; classroom accommodation is adequate and there are art and craft rooms which could be used for more intensive craft training. Courses in carpentry and general mechanics could be introduced for pupils on completion of the preparatory year in September 1966. These two courses would be fully established through the school within the three years period — 1966—8. Similarly, a reorganized Homecraft course could be introduced in 1966 and a commercial course in 1968. With the assistance of two U.N. Experts the technical courses could be staffed and more instructors trained; local arrangements can be made for staffing commercial and homecraft courses. Negotiations have already been initiated for U.N.I.C.E.F. assistance in the provision of equipment.

By 1968 three additional workshops will be required at an estimated cost of £10,400, including furniture, etc.

2.3.4. *Latrikunda.* This school is similar to Crab Island, more recently established, with a present enrolment of 330 which might well be stabalized at 360, allowing for a 3 stream x 30 entry. The reduction of the course from four years to three would permit a 4-stream entry.

Latrikunda is also ready for development on much the same lines as Crab Island, but instead of a commercial course agriculture will be offered. This school has been included with Crab Island in a joint scheme of technical development and will it is hoped share the services of the Experts mentioned in 2.3.3. above.

Capital cost is estimated at £7,000.

2.3.5. *Bathurst City Council School.* The Bathurst City Council has already indicated its interest in technical education. The existing "Post-Primary School" has an enrolment of over 300 and might be reorganized as a Junior Technical School for 360 pupils similar in size and intake to Latrikunda. The present premises are, however, quite unsuitable and it should be re-housed.

2.3.6. *St. Augustine's.* The present enrolment of the Post-Primary classes of St. Augustine's is over 200; as a Junior Technical School it might have a maximum of 240, allowing for a 2-stream x 30 entry.

The schools previously described in this section are separate schools with no affiliations; St. Augustine's "Post-Primary" school is associated with the grammar school of the same name. A multiplicity of small schools is undesirable and there is much to be said for the larger Administrative Unit, even though this does not amount to amalgamation. The two schools should operate as one unit, under one Principal, with a Head of Department in charge of the Junior Technical Department. The two departments would share many of the amenities of the school, and it should be possible to transfer students from one section to the other if progress and aptitude indicate that this is in the pupil's interest.

I recommend that this school be reorganized in association with St. Augustine's Grammar School (2.2.2.). The association of the two departments would offer a more comprehensive curriculum and yet preserve the flexibility of the two units. The details of the association should be worked out in accordance with the needs of The Gambia, and a blue print of a Comprehensive School should not be borrowed from overseas. Special consideration should be given to the siting of these two schools (2.2.2.).

2.3.7. *St. Joseph's.* The Post-Primary Classes attached to St. Joseph's (Girls) are much the same as those for boys described in the previous section. We have already recommended that St. Joseph's be increased from one to two streams; the post-primary classes should be reorganized as a single-stream unit in association with the girls grammar school along the lines proposed for St. Augustine's. The site available (2.2.3.) is considered adequate.

2.3.8. *Brikama* The first post-primary class was established in Brikama in 1964 and a second class has not yet been admitted. Brikama is a comparatively large centre with a population of about 4,500 and is surrounded by a number of large villages. It is the administrative headquarters for the Western Division and about 20 miles from Bathurst; the area serves also as a dormitory suburb for Bathurst and all secondary school children travel to town daily. The community is urban as well as rural, and its development will tend to emphasize the urban characteristics. The development of the post-primary classes might well follow the same line and a reorganized Junior Technical School similar to the Bathurst City Council School (2.3.5.) should be the objective. There might, however, be one characteristic difference; it might be necessary ultimately, to offer two streams for "general education" since Brikama will itself have no school of the high school type. Transfer of leavers of outstanding ability to School Certificate schools in Bathurst should be facilitated. The Brikama school should, of course, admit girls.

2.3.9. *Kanifing* is a four-year Post-Primary School established by the Roman Catholic Mission within a quarter of a mile of Latrikunda (2.3.4.). The school has (1964) an enrolment of 125 including 38 girls. It would appear unfortunate that these two comparatively small schools should have been approved within such a short distance and I see no justification for a Development Programme operating in both schools. I suggest that the Mission continues to maintain the school on its present basis and that Government Aid be limited to its present commitment with the present enrolment. The Mission might be invited to co-operate with the Latrikunda School and in due course some means of co-ordinating the work of these two schools may be found.

2.4. *Rural Vocational Schools*

2.4.1. There are five post-primary clsses establishments (other than Brikama) in the Provinces. Two of them, with a total enrolment of 100 have been operating for 4 years or more and have four classes each, the average size of the class being 12 (Section 2.1.9.—2.1.10.). Three schools were established in 1964 and have fewer than 40 students each, all in "Post-Primary I".

2.4.2. The area served by these schools is entirely rural with the population dispersed in small village communities. There are only 23 villages with a population exceeding 1,000 and even these are essentially larger villages and not smaller towns. Much has been said of schools "unfitting the child for rural life" and parents in particular have complained that the village school product is unemployable in village or town. In so far as this is true of the primary school it is equally true of the post-primary classes. There are very few opportunities for regular wage employment in the villages and the objective of any practical, viable, system of education must be to enable the individual to live as effectively as may be and to improve the material and economic conditions under which he lives. The village at present does not need and cannot use highly specialized skills but rather all-round practical "handymen" who can apply themselves to the everyday problems and tasks of village life. Most village occupations are seasonal, and a man, or a woman, requires a variety of skills. Almost all are farmers, and most of the men from time to time are engaged in other occupations — house building, bridge construction, road and causeway repairs, petty trading, and may from time to time derive a small cash income from such employment. The Rural Vocational School can teach these skills, facilitating the development of better housing, more hygienic village conditions, better roads and bridges, and at the same time improving employment opportunity at village level.

2.4.3. The Rural Vocational School could offer the following courses.—

(*i*) General education for the improvement of English and the Arithmetic of the farmer, craftsman and trader.

(*ii*) Carpentry, including simple furniture construction.

(*iii*) Building, for the improvement of design, construction and hygiene of houses; construction of farm buildings, and as occasion demands for employment in schools or other communal buildings. The course should be based on the utilization of local materials.

(*iv*) General mechanics, for the maintenance of such equipment and machinery as is normally found in villages — this should include simple maintenance of motor vehicles, now of increasing importance with recent road improvements, repair of bicycles and implements, and in certain cases of pumps and engines.

(*v*) Agriculture — to facilitate the introduction of improved practices, animal husbandry, or new crops.

Girls may follow similar courses in general education, agriculture and homecraft.

All the boys would normally take all the five courses, with concentrated training in each course for one full day a week. If the courses are properly staffed and equipped, two years of training should be sufficient to reach the required standard. The schools should be available as Village Institutes to serve the adult community out of normal school hours so that even the young men who have completed the course could continue their training in evening classes.

2.4.4. Students of exceptional promise should be eligible for transfer to a Junior Technical School, or in certain cases to Armitage.

2.4.5. The first condition of success of such an institution is a fully competent and enthusiastic team of instructors. This will be further considered in Section 3 — Teacher Training.

2.4.6. The accommodation could be constructed as part of the project, with a modest provision for essential imported materials and equipment.

2.4.7. Each school should have an intake of 60 per year, with total accommodation for 120 over the two year course. Since most of the work would be practical the teaching unit should not exceed 12 students.

Staffing requirements would be:

1	Teacher of General Subjects
2	Instructors of Carpentry
2	Instructors of Building
2	Instructors of General Mechanics
2	Agriculture
1	Instructors of Homecraft (also qualified to assist with General Subjects)
10	

2.4.8. There are at present 5 post-primary schools in the Rural Provincial area:

Bwiam — *Western Division*
Pakalinding — *Lower River Division*
Kaur — *MacCarthy Island Division*
Bansang — *MacCarthy Island Division*
Basse — *Upper River Division*

Four should be sufficient: Bansang which was opened only last year would appear to be redundant. It is near Basse which has been established for some years in the Divisional Headquarters town, and moreover Bansang itself relies on recruitment from a very wide area. The present enrolment is Basse 70 and Bansang about half this number.

2.4.9. We recommend therefore the establishment of 4 Rural Vocational Schools at:

Bwiam (R.C.)
Pakalinding (Mansa Konko)
Kaur
Basse (R.C.)

2.5. *Residential Accommodation for Girls in Bathurst*

2.5.1. A Committee appointed by the Director of Education in March 1965 to consider, inter alia, the education of girls included in its Report the following recommendation:

"A Boarding School for girls for secondary education would pay dividends. Not only could such a school provide a fuller and more flexible curriculum for its pupils, but residential facilities would improve standards generally. The Committee considered that there was evidence that parents would support such an institution from the growing number of girls who were sent away every year to boarding schools in Sierra Leone and to the mixed boarding school in Georgetown (Armitage). The problem of securing suitable accommodation for girls who secure places in the secondary schools in Bathurst (none of which has boarding facilities) is a difficult one for parents in the Provinces."

2.5.2. We have considered the proposal to establish a separate school for girls, as well as counter proposals that separate provision should not be made. The communities in The Gambia are so small that it would be difficult and expensive to duplicate facilities in a separate-sex education system, and, indeed, the recommendation referred to only one: it has been variously suggested that such a school might be established in Bathurst and up-river. In view of the conflicting evidence, and of the appreciable increase in the number of places for girls which should result from a general up-grading and expansion of existing institutions, we would recommend that priority be given to the provision of residential accommodation at least in this first phase of the Development Programme.

2.5.3. Residential Accommodation might be provided for girls, say 60, attending any of the Bathurst Secondary Schools with preference to girls from the Provinces. I was informed of the difficulties experienced by parents whose daughters had, by competitive examination, won this all too rare opportunity of a secondary education in Bathurst and who were obliged to decline the offer because it was impossible to find suitable accommodation. This is a real need, and would not only provide care and protection and a stimulating environment for the residents, but it would strengthen all the schools which they would attend. The institution itself would be able to offer opportunities for cultural and recreational activities, e. g. in music and art, and in practical homecraft and hygiene— all as part of the experience of living in the conditions which such a Home could offer. If experience in managing the Home indicates the desirability of including formal education this might be added at a later date.

2.5.4. The Methodist Mission has for some years sought an opportunity to offer this service. It is prepared to sponsor the institution, to take responsibility for its proper management, to recruit suitable staff and to make available a very convenient and central site.

2.6. *Summary of the Proposed Development Programme for Secondary Education with an Estimate of capital costs; providing for increased enrolment of 1,020 pupils:—*

School	*Reference*	*Enrolment* (1964)	*Enrolment Proposed*	*New Accommodation*	*Estimate of Costs*
Gambia High School (G)	2.2.1.	420	600	180	22,000
St. Augustine's (G) ..	2.2.2.	220	300	150	65,000
*St. Joseph's (G) ..	2.2.3.	160	300	300	40,000
Armitage (G)	2.2.4.	300	450	150	83,000
Crab Island J.T.S. ..	2.3.3.	730	720	W	10,400
Latrikunda J.T.S. ..	2.3.4.	330	360	W	7,000
*Bathurst C.C. J.T.S. ..	2.3.5.	300	360	360	37,000
*St. Augustine's J.T.S. ..	2.3.6.	200	240	240	25,000
*St. Joseph's J.T.S. ..	2.3.7.	120	120	120	13,000
*Brikama J.T.S. ..	2.3.8.	(40)	120	120	37,000
Bwiam R.V.S.	2.4.1.—8	30	120	W	5,000
*Pakalinding R.V.S. ..	2.4.1.—8	(40)	120	120	5,000
Kaur R.V.S.	2.4.1.—8	(40)	120	120	5,000
*Basse R.V.S.	2.4.1.—8	60	120	20	5,000
Hostel	2.5.1.—4				35,000
Kaniling J.T.S. ..		120	120	—	—
Bansang P.P.		(40)	—	—	—
TOTAL ..		3,150	4,170	1,980	344,000
					394,000
Add cost of staff quarters for Rural Vocational Schools					16,500
					410,900
Increased Enrolment		1,020			

*Existing accommodation will revert to primary schools.

1964 Enrolment indicates December 1964 enrolment; the 1964 statistics are at 1.11.64 .

Professional matters of a more general nature are briefly considered in the following Sections.

2.7. *Length of Grammar School Course*

2.7.1. The minimum time to reach "A" Level is eight years, and for students required to take the preliminary Sixth Form year it is nine (2.1.2.).

The "O" Level course extends over six years.

In both types of school there is a Lower and Upper Fifth. This has no doubt been a practical necessity in the past, but this additional year should not be accepted as a permanent feature of the school and should indeed be abolished as soon as possible. The main emphasis of the Development Programme must be to raise standards at all levels, including the primary school. If primary school pupils are properly taught and the common Entrance Examination is effective, then the top 16% should have the ability and the attainment to complete the "O" Level course in five years. It would be arbitrary at this stage to fix a date when this standard can be attained, but one would hope that it might be not later than 1968. This should also reduce the cost of provision for "O" Level students by about 17%.

2.7.2. The Sixth Form provision is, under existing conditions, reasonable and indeed allows of no alternative. If the Fifth Form grammar schools can reach a proper standard in the sciences then the preliminary Sixth Form year would be unnecessary; at present it is a service offered by the Gambia High School to encourage and enable students from other schools to read Science in the Sixth.

2.8. *Voluntary Agencies*

2.8.1. The Missions, Catholic, Anglican and Methodist, have in the past made a major contribution to education in The Gambia. There is such a vast area of opportunity, and resources are so limited, that Voluntary Agencies and Local Authorities and town and village committees should be encouraged to participate and to make whatever contribution they can, in money, in management and in professional services. At the Secondary Level the Roman Catholic Church now makes the greatest contribution, with two grammar schools, two post-primary schools (recommended for up-grading to Junior Technical Schools) and three other post-primary schools, two of which may be developed as Rural Vocational Schools. They also propose to establish a Technical School (Section 3). The Methodist Mission continues to take an active interest in the Gambia High School which was established by the amalgamation of the Methodist Boys' and Girls' Schools, and have also offered to sponsor the project for residential accommodation for girls in Bathurst.

2.8.2. This principle of voluntary participation should be preserved and where possible extended to other Agencies — e.g., The Bathurst City Council and Rural Area Councils. The Unified Teaching Service should greatly encourage voluntary effort, but not simply by transferring all the costs from the Agency to Government. Agencies might reasonably be expected to put more, not less, into a programme in which they were generously treated as responsible partners. The Unified Teaching Service is referred to in Section 2.9.1. below. There is one other practical consideration; the pupils' fees, £6 6 0 per annum, might well be returned to them in services, equipment and materials. It is perhaps unfortunate that 25% is payable to Government.

2.9. *Conditions of Service.*

2.9.1. The Unified Teaching Service is intended to secure for all Gambian teachers whether in Government, Independent or Mission Schools, similar conditions of service including comparable salary entitlement. The corollary to this is the recognition of all teaching staff in Mission Schools for salary purposes in the calculation of Grant-in-Aid. This would also imply an approved teacher: pupil ratio based on an approved enrolment and prior Government approval of all appointments (see also Section 2.2.2.).

2.9.2. The adoption of this measure would assure equitable conditions of service for Gambian teachers in Mission Schools, which are part of the national system, and by stabilizing the staffs of Mission Schools would promote efficiency in the interest of the children.

2.9.3. *Incentives.* Detailed consideration of conditions of service is not within my terms of reference, but general principles which concern the efficiency of the service may properly be mentioned. From all sides, Government, Voluntary Agencies and The Teachers' Union, I was informed of the difficulty of attracting qualified teachers into the service, and of keeping them once recruited. This, of course, is not peculiar to The Gambia and is, unhappily, almost a permanent and universal feature of the teaching service. Nevertheless, certain inducements are practicable, fair and reasonable. Consideration might well be given to the establishment of posts of responsibility, and of recognition of higher qualifications, e.g., the Diploma in Education and an Honours Degree. More scholarships might be awarded to enable teachers to acquire higher qualifications overseas, and every effort made to use them to the fullest advantage on return. Conditions might include effective "bonding".

2.10. *Summary of Recommendations*

We recommend:

(1) that all second-level education be integrated into a balanced system of secondary education (2.1.4.);

(2) that second-level places be increased in existing schools to meet the increasing demand (2.1.12)) to promote professional efficiency and effect economies in per capital costs (2.6.);

(3) that the four Grammar Schools each be expanded by the addition of one stream (2.2.1.—2.2.4.);

(4) that the two Secondary Modern Schools be reorganized as Junior Technical Schools but with no increase in existing enrolment (2.3.1.—2.3.4.);

(5) that of the five urban "Post-Primary" Schools, four should be reorganized as Junior Technical Schools (2.3.5.—2.3.8.);

(6) that of the five provincial "Post-Primary Schools", four should be reorganized as Rural Vocational Schools (2.4.1.—2.4.8.);

(7) that Residential Accommodation be provided for girls attending schools in Bathurst (2.5.1.—2.5.4.);

(8) that the Grammar School course to "O Level" be reduced to five years by 1968 (2.7.1.);

(9) that the principle of voluntary and community participation be preserved and encouraged (2.8.1.—2.8.2.)

(10) that a Unified Teaching Service be introduced (2.9.1.—2.9.2.);

(11) that conditions of service be reviewed to encourage recruitment of teachers at the secondary level.

3. VOCATIONAL EDUCATION AT THE HIGHER LEVEL

3.1. *Technical Education within the Secondary System.*

3.1.1. *Junior Technical Schools.* It has been recommended in Section 2 that six Secondary Modern Schools be reorganized as Junior Technical Schools, retaining one stream of general education. In the meantime these schools are offering a four year course which it is recommended should be reduced to three. The annual output of *boys* on completion of courses in technical trades is estimated to be 160 increasing to 210. It has been recommended that the range of courses should be as wide and varied as possible.

In addition to the technical trade course, output may be up to 80—100 completing some form of commercial education, with possibly a somewhat greater number who have followed the course in general education.

3.1.2. *Rural Vocational Schools.* We have (Section 2) recommended the reorganization of Post-Primary Schools to Rural Vocational Schools offering a two year course in general craft training at a rudimentary level. The output of boys with a special interest and aptitude in the crafts may be, from all the schools, about 100 per annum.

3.1.3. *Possibilities for Further Training.* Both the Junior Technical School and the Rural Vocational School are "finishing schools" at which normally the pupil completes his formal training, and acquires further experience and skill at occupational level. It is, however, desirable that no institution should prove to be a cul-de-sac for the pupil of exceptional ability, and flexibility, with ease of transfer, should be preserved. We now consider this provision.

3.2. *Existing Facilities*

3.2.1. The Vocational Training Centre, formerly and still generally called the Bathurst Technical School. Entry at present is direct from Primary School: but short courses are held for the upgrading of craftsmen already in employment. The school has been organized by a U.N.E.S.C.O. Expert who is responsible for its direction and for much of the instruction given. With very limited resources the school has done extremely well; it has made a realistic assessment of the needs and opportunities of trade training, and has devised practical and effective procedures resulting in a high level of skill. Numbers have hitherto been limited to 60, approximately one half in carpentry and joinery, and one half in engineering trades.

There are no fewer than 12 courses covering the following fields:

Basic Workshop Practice

Mechanical Engineering Craft Practice
  (Intermediate "City & Guilds")
Motor Mechanics
Gas Welding) 4 month courses
Arc Welding)
Carpentry — (3 year course) "City & Guilds"
Telecommunications
  (Intermediate "City & Guilds")
Auto-electricians — 6 months course
Upgrading courses in a variety of trades. Courses from 1 week to 3 months.

There is also a production programme in carpentry and mechanical engineering which brings in a revenue of about 65% of the total expenditure on consumable materials in the Centre.

3.2.2. *The Clerical School.* The Clerical School operates within the Department of Education and is, as from March 1965, supported by the International Labour Office, which has provided an Expert to assist in the proper establishment of the institution.

Courses offered:

(*i*) Full time Secretarial; one year for students with a General Certificate of Education.

(*ii*) In-service shorthand course; one year (G.C.E. qualification).

(*iii*) Part-time typewriting course; one year, for selected students from a Secondary Modern School.

(*iv*) Part-time typewriting; six months, for clerks in Government or private employment.

Total enrolment — 63

3.3. *Programme*

3.3.1. A Centre on the lines of the Bathurst Vocational Centre, but with an emphasis in mechanical and motor vehicle trades, is planned for *Sapu* an important agricultural centre about 12 miles west of Georgetown in the MacCarthy Island Division. The agricultural station, in the centre of a rice growing area of some 50,000 acres, is concerned with mechanization and requires a steadily increasing stock of mechanics.

The school will initially provide the following courses:

(*i*) Basic workshop mechanical practice.

(*ii*) Short courses on simple farm tool and equipment maintenance.

(*iii*) Vacation courses for secondary school students.

Staff, including one expatriate and two Gambians with appropriate overseas training, have already been identified.

Buildings are available. The students will also receive training in the repair shop of the Ministry of Agriculture or with the mobile unit maintaining tractors in the field.

Provision has been made for equipment. The school will open in January 1967.

3.3.2. The Roman Catholic Mission plans, with the aid of a West German Catholic Organization, to establish a "Technical School" with a bias in agriculture plus subsidiary related craft training. It is proposed that the school should offer a three year course with an annual intake of 40 — total enrolment 120. The Mission is able to support the programme financially to the extent of £20,000 capital and £1,000 recurrent and to make available some expatriate staff. This institution, with a 30 — 40 acre farm, could play a most useful role as an Agricultural School if it were planned in consultation with both the Ministry of Education and Ministry of Agriculture. What is required is a practical course with sufficient theory to ensure the intelligent application of the principles taught; e.g., improved practices in the use of fertilizers, improved crop varieties, pest control, control of plant diseases, animal husbandry, fruit and vegetable production.

The school might serve as a more advanced school for selected pupils completing the two year course in Rural Vocational Schools, with interest and aptitude in agriculture. The objectives of the school would be:

Self-employment
Recruitment into the Ministry of Agriculture for further training as extension workers
Teachers of agriculture in Rural Vocational Schools
Instructors in Mixed Farming Centres

3.3.3. *The Vocational Training Centre or Technical School* (3.2.1.) As we have seen, the Centre has already established itself with an impressive record of sound achievement: it has hitherto been the only institution of its kind and it has operated at the immediate post-primary level, preparing its pupils for the "intermediate" examination of City & Guilds. The Development Programme includes proposals for the reorganization of existing Secondary Modern Schools as Junior Technical Schools, and two new institutions are already planned for Sapu and Serekunda (3.3.1. and 3.3.2. above). All these schools will operate at the lower level, although it may be some years before they reach "intermediate" standard.

What is now required is one Senior Technical School which can extend the training programme to Final City & Guilds level; the existing "Centre" or Technical School should be so upgraded. Technical education would then have a reasonable objective, a better balance and a broader base.

The Senior Technical School should have an estimated intake of 40—50 per year for a 3—4 years course. The output of students from Rural Vocational Schools, with a special interest and skill in the crafts may be about 100 per annum (3.1.2.). The best of them may be transferred to Junior Technical Schools to acquire a more formal training in a more specific field.

The output of students from the Junior Technical School level may be:

Junior Technical Schools	160 — 210 (3.1.1.)
Sapu	30
TOTAL	190— 240

The Senior Technical School would normally select its entrants from this group, and the best 17—25% should be well prepared.

Time Schedule

The first entry class in any of the Junior Technical Schools will be admitted in September 1966 and will not complete before July 1969, and it is too early to estimate numbers or the range of craft training which might be involved. The present "Centre" is in any case sufficiently flexible and adaptable to meet any possible demands for the first two years, 1969–70 — 1970–71. It is therefore neither practicable nor necessary to anticipate detailed planning of a Senior Technical School within the period 1965–70. What is necessary, however, is to plan the pattern of future development and to clarify objectives. Within the next 5 years the Centre will inevitably extend or otherwise adapt itself to changing circumstances; it will be well to have the target project in mind so that development may be consistent with the over-all plan for technical education.

A considerable development in technical education at all levels is foreseen; the programme will demand close integration, a more detailed time schedule, and careful consideration of the content and level of courses offered. At least equally important is the co-operation of parents, the public and employers, all of whom could make an invaluable contribution to the programme — the more so if they were responsible participants. A Technical Education Advisory Committee might achieve this.

3.3.4. *Standards of Training* The content of courses and level of attainment have been described in terms of the City & Guilds examinations. The City & Guilds has made an invaluable contribution to technical education in most English speaking countries; it has established high standards in teacher-qualifications, content of courses, approved physical conditions and equipment, and in examinations. Furthermore, the City & Guilds itself has proved adaptable in meeting the needs of other countries; the countries themselves have, however, often found it difficult to formulate suitable modifications. As a result many countries now prefer to review the total teaching and examination programme and introduce local or regional programmes. The West African Examinations Council has already considered this possibility and will, it is hoped, make a study of West African problems in this field. The Gambia will no doubt be invited to participate in the determination of appropriate syllabus for W.A.E.C. examinations in this field. It is desirable that both the Junior and Senior Technical Schools will lead to an identifiable qualification for the preservation of standards, the encouragement of students and the information of the employer.

3.3.5. The Clerical School has in the past been handicapped by the attainments of students on entrance. In particular, the standard of English was so poor that any technical skill imparted was irrelevant in the normal context of clerical employment. The school has found it particularly difficult to introduce training for secondary school students. The school will in the future be entirely post secondary.

The Clerical School, operating at this level, will always be small (enrolment now 63 — maximum attendance at one time 35) and it loses much in its isolation. It is moreover temporarily accommodated in the Secretariat buildings, which is hardly satisfactory. Traditionally, commercial and clerical training have been associated with technical education, for no very good reason and such an association would have little benefit for either school. Association with the reorganized College (at present Yundum) if in Bathurst (4.2.7.) or the Gambia High School on the other hand might strengthen this programme in many ways, not least in the recruitment of School Certificate level students and in the provision of teachers of English.

The Gambia High School already provides post School Certificate courses in its Sixth Form; the clerical course would operate at this level. The new proposed College would offer a variety of post secondary courses.

A Commercial Education Advisory Committee would be useful both in co-ordinating commercial education and in associating employers with the training programmes.

3.4. *Recommendations*

We recommend:

(1) that opportunities be established for the transfer and promotion of students of exceptional ability to schools offering courses at a higher level (3.1.3.)

(2) That an Agricultural School be established by agreement with the Roman Catholic Mission (3.3.2.)

(3) that the Vocational Training Centre in due course be upgraded to serve as the "Senior Technical School"; that a Technical Education Advisory Committee be appointed (2.3.3.)

(4) that The Gambia participates in discussions on Technical Education Examinations with the West African Examinations Council in an attempt to determine standards and identifiable school leaving certificates in the Junior Technical Schools, and the Senior Technical School (3.3.4.)

(5) that the Clerical School be incorporated with the reorganised College, proposed as a replacement of Yundum, or with the Gambia High School; that a Commercial Education Advisory Committee be appointed (3.3.5.).

4. TEACHER TRAINING

4.1. *The Present Provision*

4.1.1. *Yundum Training College, its Situation and Accommodation.* There is one Teachers' Training College in The Gambia, established in 1952 at Yundum, about 18 miles from Bathurst. The site was not selected for its suitability and the accommodation was not planned with regard to the function of a Training College; the Poultry Project was discontinued and it appeared practicable to convert the buildings into lecture rooms and residential accommodation for students. The accommodation consists of "50 huts in tightly packed rows" designed for convenience in the management of poultry but not for the inspiration of students. The buildings are now deteriorating rapidly and maintenance costs will increase.

The expedient tided the country over for 13 years, but it is now timely to plan teacher training as an essential professional service liberated from the irrelevance of egg production.

4.1.2. It should perhaps be recorded that Yundum College has over the years moved somewhat uneasily from crisis to crisis; it has lacked continuity and confidence in its function, and both staff and students have experienced frustration to an extent which has seriously jeopardized the professional efficiency of the institution. There have been 6 Principals in 12 years, frequent and drastic staff changes, and, unhappily two students' strikes. This unfortunate history no doubt stems from many causes, but not least is the unsatisfactory accommodation.

4.1.3. The Development Programme 1964–67 does indeed include an item for "Yundum College, new buildings, but this appears in the supplement of "Projects for which the source of finance is not assured".

4.1.4. *Courses Offered.* Hitherto, the College has offered a two-year course for students having completed the Secondary (Form V Grammar) School course — some with School Certificate (10 in 1965) and a three year course for students with lower entry qualifications. The first year of the three year course was devoted exclusively to academic work. The revised programme introduced in October 1965 provides for a three year course for all students; those with School Certificate will be trained for upper primary and lower secondary level teaching, and those without will be appointed to "the middle classes of primary schools".

It has been a criticism of the College that in fact there has been no distinction observed in the training and that prospective primary and secondary teachers have been trained together.

4.1.5. *Staffing.* In the College, as in certain Secondary Schools, the staffing policy is inflexible and unrealistic. Provision is made for a Principal and six education officers (lecturers) for anything up to 150 students. There are, however, additional part time lecturers or instructors, e.g., in Arts and Crafts. There is no doubt that the College is under-staffed, and the limited number of lecturers makes it impossible to recruit the specialists required.

4.1.7. *Time Schedule.* Students when in College work on the average a 37-period (x 45 min.) programme covering 14 subjects corresponding to the primary school curriculum. Students who will be appointed in secondary schools devote the same time to the same range of subjects. In addition, second and third year students spend 12 and 8 weeks respectively in teaching practice.

4.2. *The Development Programme*

4.2.1. *Level of Recruitment.* The aim of the Training College should be to select students with School Certificate qualifications. Although this is not practicable at present, it might well be so within a few years; there will certainly be an increasing number of successful candidates and the limited employment opportunities in other fields are certainly not increasing at anything like the rate of secondary school output. There is, however, an increasing demand for School Certificate holders in the teaching service. A more immediate target is completion of Form V (even without School Certificate) as a minimum entrance qualification for training for the primary level. This may be attainable by 1967 — already the majority of entrants have Form IV qualifications or better.

In principle the objective is the upgrading of the College to post-secondary status.

4.2.2. *Training for the Primary Level.* The content of primary teacher training might well be reorganized. As we have seen in the review of primary education, the broad areas of interest can more conveniently be grouped in four sections, English, Arithmetic, Rural Studies and Social Studies, with a fifth section for cultural subjects — principally Islamic Studies and the vernacular. The principal co-ordinating interest should be Rural Studies — with suitable modifications allowing for general science and "environmental" studies in Bathurst. This curriculum revision of the primary school should be reflected in the teacher training college course, and in particular teachers should receive special preparation for the presentation of rural studies in a rural community. Students with the academic background of the Fifth Form, plus *two* years sound professional training should be highly qualified to ensure the upgrading of primary school standards. This represents at least 7 years of education above the highest level at which the teacher will be expected to teach. This will also reduce costs appreciably; the present cost of training a teacher is £370 per annum or £1,110 over the 3 year course.

4.2.3. *Level.* Wastage in the teaching service is normally calculated at 5% per annum; in The Gambia the average age of teachers is low and for many years wastage is not likely to exceed 4% per annum, or say 15 per annum. To this number should be added, say 15 unqualified teachers who proceed to the Training College each year and for whom, ultimately, qualified replacements should be found.

The annual rate of increase will by 1970 be 46 additional teachers per year and by 1975 the number will be 80. The immediate level of teacher training is therefore 76 per annum increasing to at least 100 by 1975. With a two years course of training 152 places would be required by 1970 and 200 by 1975.

4.2.4. *Training at the Secondary Level.* The preparation of teachers for the second level of education is a very different process. The secondary school teacher in training requires a higher academic standard — at least School Certificate, and he must reach a much higher standard of attainment in a limited range of subjects; he is a specialist, whereas the primary school teacher is a general practitioner. The course for the secondary trainee should include further academic studies in one major and two related minor subjects, plus professional training and teaching practice in good secondary schools. The course should be of three years.

4.2.5. *Numbers Required at the Secondary Level.* We estimate that in 1965—6 160 teachers are required in all types of secondary schools; of these, 55 should be in grammar schools. There should be a minimum of 50% graduates at grammar school level, or 28, but the actual number of graduates is rather less than this. The Grammar Schools may require, therefore, about 30 *specially* trained non-graduate teachers. Some of the grammar school teachers have not had an adequate preparation, and a training estimate of 5 per year for wastage plus replacement would not be excessive. This leaves 105 teachers in what are at present called Secondary Modern Schools or Post-Primary Schools. These schools may ultimately require only about 50 teachers with a general training and approximately 100 with special technical qualifications. The 50 teachers for general subjects should, however, be specially prepared and it would appear to be necessary to train at the rate of at least five a year. This gives us a minimum of ten non-graduate secondary school teachers per year.

4.2.6. The country, however, requires this level of education for many occupations other than teaching, and at the very least this would amount to 10 per year. According to the statistics available it would appear that in administrative, professional and minor professional occupations, higher level clerical workers, etc., the annual intake is 100, including expatriates. If, therefore, we can estimate the *minimum* need at 20 per annum, or 60 over a three year course, it would be worth while to establish a training scheme in The Gambia. I have little doubt that the figure quoted — 20 a year — could be proved to be very much below the actual figure. I am aware that students at present proceeding overseas for education at this level far exceeds this number; nevertheless, most of these students would in any case go abroad, and we are here considering a safe minimum and not an optimum. And 60 may be a reasonable minimum.

4.2.7. *A Comprehensive Centre of Post Secondary Education.* We have estimated total requirement of 260 places for teacher training and for other occupations. All the academic education is of a general nature in Arts and Science and in addition there are the special fields of pedagogy at the primary and secondary levels. The normal staffing of an institution of this level is 1:12, as recommended by the Cambridge Conference on African Education. This would justify a staff of a Principal plus 21 lecturers which would afford a fair basis for specialization. The College could then be an incomparably greater asset to The Gambia, offering a general post secondary education to those who needed it, specialized academic preparation for secondary school teachers, a more general preparation for primary school teachers, and professional training at both levels. The College would then no longer be a "Teachers' Training College" it would be rather more like a "Liberal Arts College" with a department in teacher training. Such an institution would be an important educational centre in a country which at present has no post-secondary education; it would raise the status of teaching as a profession and facilitate recruitment, and it should directly and indirectly bring new life into both primary and secondary schools. It would be a real advantage to train teachers together with students of other professional interests. The College might well offer a special course in administration in the preparation of inspectors and other education officers, as well as of other government officers.

4.2.8. *Siting and Building.* Yundum is not very satisfactory as a site for a rural primary training centre; it would be less so for a general College of this nature. The present buildings are obsolete and a rebuilding scheme has been approved in principle. A College such as that described in 4.2.7. would have much to offer to the cultural life of the City and might with advantage be sited near it. This would also facilitate the attendance of non-resident students, and the introduction of evening classes and other extra mural activities.

4.1.6. The College is wholly residential, and trains both men and women. Students with School Certificate receive an allowance of £174 per annum and others £150 per annum. A deduction of £7 per month is made to cover cost of residence, books and equipment.

4.2.9. If the College were to be restricted to the training of teachers the principle and basic policy of these proposals would still apply: the only real differences would be that the enrolment be 230 instead of 260, and that there would be fewer School Certificate students.

4.2.10. The Teachers' Union and other organizations and educationists have urged the provision of post secondary education; this institution might serve this purpose.

4.2.11. *Costing.* The cost of such an institution including staff housing, furniture equipment would be of the order of £270,000.

4.3. *Recommendations*

We recommend:

(1) that entry qualifications be raised to "completion of Form V", if possible by 1967 (4.2.1.);

(2) that the content of primary teacher training be reviewed with special reference to the proposed revision of the primary school syllabus and the teaching of rural studies (4.2.2.);

(3) that the course of training for primary school teachers, with Form V entrance qualifications, be two years instead of three years;

(4) that provision be made for the accommodation of 200 students with an output of 100 per annum (4.2.3.);

(5) that the training of secondary school teachers be undertaken by a separate department of the College; that the training be highly specialized; that the entry qualifications be School Certificate and the duration of the course be three years (4.2.4.);

(6) that the output of non-graduate secondary school teachers be not less than ten per annum (4.2.5.);

(7) that a similar number of students be trained at this level for other occupations (4.2.6.);

(8) that the re-organized College be a comprehensive centre of post-secondary education (4.2.7.);

(9) that the College be re-sited preferably in or near Bathurst (4.2.8.).

5. EDUCATION OF WOMEN AND GIRLS

5.1. *Introduction*

5.1.1. The Committee appointed by the Director of Education to consider the educational and employment opportunities of girls and women recommended the improvement of school curricula to meet the special needs of girls and also the establishment of a special institution in which such an improved curriculum could most effectively be presented.

It may be well also to record the opposite point of view that girls have no special needs other than competition with boys in their own fields.

Be that as it may, there are in The Gambia as elsewhere areas of interest of special significance for girls and women, as well as a traditional occupational pattern and special employment opportunity related to these interests and skills.

Government educational policy is based on the mixed school; the communities outside Bathurst are so very small that single sex schools are not practicable. My terms of reference do not mention the education of girls, but since this is an inseparable part of the function of a mixed school, the problem merits consideration.

5.2. *The Primary School*

5.2.1. The enrolment of girls is 30% of the total at all levels; it is significant that wastage and drop-out are not high for girls and that once admitted they normally finish the course to Class VI.

Classes tend to be small, and there are only three classes in the country (outside Bathurst and environs) with an enrolment of more than 12 girls, and two of these are in a Mission Girls' School. There is therefore no practical opportunity at present for separate systematic formal teaching at this level in the provinces. There are only seven schools in the provinces with more than 35 girls (the average enrolment of one class).

5.2.2. Perhaps the most significant factor in attracting girls to school, and in due course of giving special consideration to their needs, is the presence of women teachers. Most of the provincial schools are staffed exclusively by men, and during the five years 1959—64 the proportion of women teachers in the whole country fell from 50.7% to about 35%.

5.2.3. A woman teacher could make a unique contribution to the tone and environment of the school, and may be invaluable as a liaison between the school and the home in the problem of enrolment of girls. Already in four areas provision is made for the teaching of homecraft to village women for 2—3 hours per day, on 2—3 days per week, over a period of about 5 months in the year. This is a part-time appointment for the instructors concerned. It would be helpful to adopt a policy of appointment of a woman teacher to every school where the enrolment of girls, actually or potential, warranted such an appointment and to endeavour to select teachers with qualifications and interest in teaching homecraft and health, both in the school and in classes for older girls and village women.

5.2.4. There are 600 girls attending Class V and VI in eight schools in Bathurst. It is clearly impracticable to provide special accommodation, equipment and staff for each of eight schools, but it should be quite practicable to establish one Homecraft Centre which would serve the needs of all schools. An eight-room Centre, with provision for cookery, needlework, home management, laundry, child care, hygiene and nutrition would serve all the schools, and also be available for afternoon and evening courses for older girls and women.

5.3. *Secondary Education*

5.3.1. The Committee referred to in 5.1.1. above emphasized the natural interest of girls in natural sciences, art, music, drama and literature, as well as homecraft and physical education. Most, if not all, of these interests can be catered for in the secondary grammar school or "Junior Technical School" within what should be the normal provision of staff and space. An enrolment of a minimum of 80 girls would justify the provision of a homecraft unit, which might consist of one large (900 sq.ft.) multiple purpose room.

The Junior Technical Schools and Rural Vocational Schools include homecrafts as a major course.

5.4. *Teacher Training*

5.4.1. The teacher training courses should include teacher preparation with special reference to the activities mentioned in Sections 5.2. and 5.3. above. The Training College should not only be a model of its kind in the presentation of these skills — be they in homecraft, art or music, but it should be active in research in the content of such courses and in the techniques of presentation.

5.4.2. This would appear to be quite beyond the resources of the Yundum College, but should be a normal function of the kind of College described in Section 4.

5.5. *Occupational Opportunity for Girls and Women*

5.5.1. Section 6 considers employment in general, but it is relevant to comment briefly on three special areas of continuity for girls. It should, however be noted that the world over, an increasing number of women are qualifying in all the professions and that Gambian women might also serve their country as doctors, or medical technicians, dentists, architects, or even agriculturalists or engineers; this at least is happening elsewhere in West Africa. There are, however three areas of opportunity immediately open.

5.5.2. *Teaching.* As we have observed, the proportion of women in the service has declined from 50.7% to 35% in 5 years. The need for teachers will, however, double within the next six years, and it would be reasonable to assume that the teaching service could even double the proportion of women now serving. The prospects for women teachers are therefore good. Women teachers are urgently needed at all levels, not least graduate level in secondary schools.

5.5.3. *Clerical Services.* The Clerical School is a post-secondary institution offering specialized training in a wide range of clerical skills. Employment opportunity is by no means unlimited, but both the public and the private sectors report an acute shortage of highly qualified staff.

5.5.4. *Nursing Services.* Medical services in the country, with an existing establishment of over 500, report many projects deferred for various reasons, including shortage of trained staff. The education service might with advantage be closely associated with the training of nurses, all of whom, one would expect, would be recruited from school leavers. The education offered at secondary level is, of course, pre-vocational, but the normal content of the curriculum includes the basic elements relevant to a nursing career, and it might also include right attitudes which might attract a girl to a service of such vital interest to the country. A Vocational Guidance service would inform girls of such an opportunity.

5.5.5. In this context the appointment of a Joint Committee in Health Education is relevant; its field of interest might include the School of Nursing on the one hand, and also health education and nutrition in primary and secondary schools.

5.6. *Recommendations*

We recommend:

(1) that a woman teacher be appointed to every school with reasonable enrolment opportunities for girls; that the teacher should have qualifications in homecraft and an interest in an educational programme for village women (5.2.3.);

(2) that a Homecraft Centre be established to serve the primary schools of Bathurst (5.2.4.);

(3) that secondary schools devote more attention to subjects of special interest to girls (5.3.1.);

(4) that the Training College undertakes training courses, and research, to facilitate the introduction of special subjects in secondary schools (5.4.1. – 5.4.2.);

(5) that vocational guidance services be available to girls in secondary schools (5.5.1. – 5.5.4.);

(6) that a Joint Committee on Health Education be appointed by the Department of Education and the Medical & Health Department (5.5.5.)

6. ADULT EDUCATION

6.1. *Introduction*

6.1.1. Adult education is not included in the terms of reference of this survey, but child education is ultimately intelligible only in terms of the home and the community and the young adults with whom we are here principally concerned are for the most part the older brothers of the school child. The "11+" demarcation is irrelevant in this context.

6.2. *Education and Community Development*

6.2.1. A development programme in education is hardly likely to succeed without community participation which implies both an appreciation of the objectives and a willingness to co-operate at the expense of time, effort or money. Such an attitude reflects a degree of adult maturity and responsibility, and the experience itself is educative. There are sharp contrasts in the Gambian community at this point — some local communities make insistent demands for education, others of the same tribal group boycott the schools they have; some will provide the school from their own resources, while others, and indeed the same people a year later, may reject the school and all its works. These differences and difficulties stem from misunderstanding and ignorance which only too often are the product of remote administrative control and little joint participation "at project level". Every school project might become an exercise in community development, and adult education.

6.3. *The Demand for Adult Education*

6.3.1. At least in some communities there is a keen demand for literacy and practical information: classes organized for 40 may exceed 100. The main interest is English, practical arithmetic, new crops, animal husbandry, technical problems in the construction of houses and bridges, co-operatives, world affairs and current local events. A very few such evening classes are now organized in a pilot scheme, but with very limited resources.

6.3.2. There is an apparent paradox here: adult education would seem to be not only a learning of new skills but a conservation of the local cultural heritage with its literature of myth and legend and phantasy, its music and dance, its arts, crafts and and skills: and equally significant is the interest to reconcile the farmers' considerable knowledge of plant and animal life with the more systematic observations of the scientist.

6.4. *An Economic Justification*

6.4.1. The skills and improved practices which are now being taught to school children may in perhaps ten years time begin to make some contribution to the economy of the country; in the meantime they represent an investment with a long deferred dividend. Some simple skills and improved practices can be imparted in a matter of months to young adults who already constitute an important section of the economically active population.

6.5. *The Development Programme and Adult Education.*

6.5.1. *Adult Literacy.* The Teachers' Union has expressed its concern and its willingness to support a programme of education for young adults who have not had the benefit of formal education. School premises could no doubt be made available. It would be unrealistic to imagine that there would be any general response for service in this cause, but it may well be that groups of teachers would sponsor pilot projects to determine the best techniques and the special content of such courses.

6.5.2. Teachers themselves, representing all the major tribal culture, and serving as they do in all parts of the country could give valuable assistance in the collection and preservation of folk literature, music, dances, arts and crafts; much of this literature would be a valuable addition to the primary school and would be far more meaningful as reading material to intelligent adults than the paltry antics of "John and Mary" in the school reader.

6.5.3. The assistance of U.N.E.S.C.O. might be sought in the selection of simple practical material already available in English, material based upon the agriculture and skills of rural Africa. The use of these publications would be far less costly than the preparation of special local material. The aim is not to find a supply of reading books, but to provide a basis for a functional literacy likely to promote community economic development.

6.5.4. At best these small expedients may keep alive voluntary effort on a very limited scale; what is needed is advice on a national programme and here again the advice of U.N.E.S.C.O. might be sought.

6.5.5. Literacy is a means to an end and very often the end can also be achieved by a more direct approach. The Ministries of Agriculture and Health are planning "extension services" which make a direct impact on production and standards of living. Similarly, the Department of Education might extend to young adults the courses offered to school children, more especially in the Junior Technical Schools and the Rural Vocational Schools.

6.6. *The Primary Age Group and Adult Literacy*

6.6.1. The problems of literacy and universal primary education are inseparable; anything less than universal primary education is the basic cause of adult illiteracy. Since there are only 18.6% of the child population in school it follows that the country is even now preparing for something of the order of 85% illiteracy for the next adult generation. There seems little point in trying to make good at considerable effort and cost, the shortcomings of the past, with its legacy of, say, 90% illiterates, and at the same time to accept a situation which is producing 85% illiteracy for the future. Two basic principles are clear: it is easier to teach children than adults; and the skills acquired in youth will be more useful, for many more years, to the State as well as to the individual.

6.6.2. *Universal Education* may be difficult to achieve in 20 or even 30 years, but much can be done to achieve a high degree of *universal literacy* in the primary school population. The primary school organization with buildings and teachers could be mobilized to this end; in the larger centres there are literate adults, other than teachers, who could assist. It is possible for a normal 12-year-old to achieve a basic literacy by attending classes regularly, say one hour a day, over a school year. If all children not attending the primary school attended literacy classes (out of normal primary school hours) over one school year, clearly the problem of adult illiteracy is cured at source and within a generation would cease to exist. In the meantime, all that is possible might be done for those young adults who are so eager to acquire what is granted to be "an inalienable human right".

6.7. *Recommendations*

We recommend:

(1) that community participation be encouraged in the educational development plan (6.2.1.)

(2) that the co-operation of teachers be sought in any literacy programme (6.5.1.—6.5.2.);

(3) that U.N.E.S.C.O. assistance be sought in the provision of books with a *functional* literacy value (6.5.3.)

(4) that U.N.E.S.C.O. advice be sought on planning a national programme (6.5.4.)

(5) that the facilities of Junior Technical Schools be made available to adults (6.5.5.)

(6) that provision be made as soon as possible for "universal literacy" of the school age population by part-time short term instruction of children aged 12 who are not enrolled in the regular primary school programme (6.6.1.—6.6.2.).

(7) that a token provision of £1,000 per annum be made for the supply of literature to approved adult education classes.

7. EMPLOYMENT OPPORTUNITY

7.1. *Estimate and Distribution of Working Population*

7.1.1. The Report on The Gambia, published in 1964 makes the following estimate of the working population, based on inferences from the census age grouping.

(*i*) Population (April 1963)	316,000
(*ii*) Potential working population.	165,000
of which:	
(*a*) Salaried or wage earning employment (Government and larger firms) number	10,000
(*b*) Self-employed trades, craftsmen, drivers, domestic servants and shop assistants, etc. number	15,000
(*c*) Peasant farming and subsistence occupations	140,000

There has been no recent census of occupations employed and no manpower survey in The Gambia.

7.1.2. From the same source we have the following distribution (quoted in round figures) of (*iii*) in 7.1.1. above.

(*i*) All employees	10,000
(*ii*) Government, Central and Local	6,000
(*iii*) Major firms	4,000
(*iv*) Professional	300
(*v*) Minor professional and technical	800
(*vi*) Clerical and sales workers	1,300
(*vii*) Transport and communications	1,300
(*viii*) Craftsmen and factory workers	1,200
(*ix*) Others — general labour and services	5,100

7.2. *Assessment of Distribution of Salary and Wage Earners in Terms of Basic Education.*

7.2.1. From the data available it is not possible to make a calculation. We can at best hope to make an informed guess.

Of the 10,000 employees of Government and the firms the distribution might be:

Secondary Education	2,500
Primary Education	5,000
Below Primary level	2,500

Of the self-employed traders and craftsmen, etc., the educational level may be:

Secondary	1,000
Primary	4,000

giving a total of:

Secondary	3,500
Primary	9,000

Assuming a 5% replacement, annual recruitment excluding development (and growth has not been rapid) would be:

From Secondary level	175
From Primary level	450

7.3. *An Assessment of Employment Prospects*

7.3.1. School Leavers in 1964 were.

		Employment Prospects
At Secondary level	623	28%
At Primary level	1,600	28%

These figures have no great validity but they do in broad outline indicate what appears to be the position. The estimates would appear to be consistent with parents' and teachers' estimates of employment opportunity and with the report of one secondary principal that of 83 leavers (from Form IV) only 17 had at that time found work.

7.3.2. The Public Service Commission reports:

Year	*Government Candidates*	*Entrance Examinations Selections*	%
1960	302	20	7
61	485	45	9
62	444	33	7
63	350	31	9

7.3.3. The Employers' Association at a meeting specially convened to make known their recruitment needs reported:

(*i*) difficulty of attracting school leavers into employment requiring years of in-service training and promotion by ability plus seniority;

(*ii*) the general impression was that trainee ability was satisfactory but the attitude towards this level of private sector employment was unrealistic;

(*iii*) employment opportunity was described in terms of twos, threes and fours, not in tens or scores. The Firms represented included the largest employers.

7.3.4. The conclusion that employment opportunity falls well below even the present output of the schools is inescapable.

7.4. *Educational Policy and Employment*

7.4.1. Education Administrators and responsible teachers have been faced with the dilemma — shall we continue to "over-train" with unemployment as the apparently inevitable end for most students?

— shall we make education available to increasing numbers in accordance with the recognition of education as an inalienable human right?

There is no easy solution to this, but there are guiding principles.

7.4.2. An Educator must affirm his faith that there is more in education than "meeting man-power requirements", however, valuable this conception may be in determining the essential balance within an education system.

7.4.3. The present position of employment in The Gambia is not necessarily permanent, inevitable or ideal. Government is by far the largest and most favoured employer; self-employment offers an appreciable opportunity by no means fully employed.

7.4.4. It is generally assumed that a boy who goes to school will never go back to the land; this is obviously untrue of every developed agricultural country in the world. In the most highly developed countries every farm worker must have had a secondary education, since education is compulsory far above the usual primary school leaving age. Undoubtedly there is a real problem during the years of transition.

7.4.5. Although there are facts and figures to prove "unemployment" yet employers complain that it is impossible to recruit *skilled* craftsmen, *efficient* clerical workers, well qualified nurses or teachers. The challenge appears to be to train the next generation to a higher level rather than to abandon training.

7.4.6. It may well be that the improvement of the stock of skilled workers will prove a most valuable asset in stimulating and encouraging the introduction of new enterprises.

7.4.7. The people, and the children, of The Gambia without doubt are its greatest asset, and investment in education is likely to yield the highest dividends.

7.4.8. What is the alternative? To limit education to a safe estimate of employment opportunity will certainly defeat "unemployment": – by the rather crude device of rendering the people unemployable.

7.4.9. There are obvious safeguards; the content of education and the skills taught should be practical and related to the real needs of the community; the vocational content should be as varied and broadly based as possible. Education will prove a sound investment even if it does not lead to "employment" but enables the villager to improve his farming practices, to build himself a better house, to enjoy better health and to reduce the extremely high infant mortality rate.

8. ADMINISTRATION

8.1. *The Present Position.*

8.1.1. The Ministry and the Department have not yet been fully integrated; the post of Director has been retained, there is separate budgetary provision for Ministry and Department, and there are separate Ministry files.

The Minister is responsible to Cabinet for the departments of Education and Social Welfare.

8.1.2. *The Organization of the Department.*

(*i*) The Director of Education is also Permanent Secretary to the Ministry. He is wholly responsible for Ministerial matters: Scholarships, Social Welfare, Relations with the Specialised Agencies, Aid from other countries, Voluntary Service Overseas, Vocational Education and the former British Council Centre. His Departmental responsibilities include all Policy Matters relating to Education and, in addition, Yundum College, the Gambia High School, Armitage School and the Missions.

(*ii*) The Assistant Director of Education is responsible for matters concerning staff and schools in the whole of the country; the Secondary Modern Schools, Examinations, Statistics, Supervising Teachers and the Area Councils.

(*iii*) The Education Officer Provinces is responsible for Primary and Post Primary Schools in the Rural Areas.

(*iv*) The Woman Education Officer is responsible for Primary Schools in Bathurst and environs and in addition for promoting the education of girls and women.

(*v*) The Domestic Science Organiser is responsible for the organisation of the teaching of Domestic Science in Schools and the running of Homecraft Classes in the Provinces.

(*vi*) The Social Welfare Officer deals with matters relating to Youth Clubs, Sports Association, Juvenile Delinquency, Destitute Persons, the After-Care of Prisoners, Scouts and Guides.

(*vii*) The Secretary/Accountant is responsible for the payment of salaries, allowances, and Grants; keeping of the Vote Charge Book, Correspondence with teachers about allowances; Schedules of Additional Provisions and Departmental Warrants. He is also responsible for the clerical staff in both the Ministry and the Department.

8.2. *Integration of Ministry and Department.*

In practice the work is closely co-ordinated and the Ministry is now in the same building. The position of a Director within a Ministry is, however, anomalous and his work schedule is burdensome, including, as it does, professional and administrative responsibility. I recommend that the Ministry and Department be fully integrated and the post of Director and Assistant Director be abolished.

The principal officers of the Ministry should be

(i) *Permanent Secretary*
He is the chief executive officer and administrative Head; responsible for the general organization and control of education Headquarters, retains ultimate financial control. Co-ordinates with other Ministries and overseas bodies.

(ii) *Chief Education Officer*
Chief professional officer (Advisory).
Supervision of all professional staff and programmes.
Committee work.
Ultimate responsibility for Educational Planning. Scholarships. Annual Report.

(iii) *Education Officers Secondary Schools and Teacher Training.*
All secondary school affairs, including technical (with professional advice of the senior technical educator)
Selective Entrance and all W.A.E.C. examinations.
Relationship with Voluntary Agencies and Governing Bodies.
Staffing and Supplies.
All Teacher Training affairs.
Students, recruitment, courses, staffing and supplies.
Basic planning at Secondary and Teacher Training level (assisting C.E.O.).
Statistics.

(iv) *Education Officers Primary Schools*
Primary Schools
Local and Voluntary Agencies.
Accommodation, staffing and supplies.
Inspection; in-service training.

(v) *Woman Education Officer*, to share administration and inspection of primary schools, responsibility for matters pertaining especially to female pupils and teachers and for women's education.

(vi) *Domestic Science Organizer*
It is understood that the post is now vacant; there is comparatively little to organize from Headquarters, and the holder of the post might combine supervision with some teaching, of, say the Homecraft Centre described in Section 5, or Crab Island, and also act as Advisor in homecraft to the Ministry.

(vii) *The Social Welfare Officer* would report directly to the P.S.
Duties unchanged.

(viii) *The Secretary Accountant* would report directly to the P.S.
Duties unchanged.

8.3. *Organization Chart.*

8.3.1. *An Organization Chart appears at Appendix IA.*

8.4. *United Nations Experts*

8.4.1. Experts are not officers of the Ministry and are not included in Organization at 8.2. or 8.3. above. There will, however, be a great deal of involved planning and organization, more especially in establishing technical training at the secondary level, an Expert, in Technical Education, could best serve the Ministry by taking special responsibility for this programme. A Principal-Designate of the Vocational Training Centre has been appointed and would have the guidance of the Expert.

The other Expert is actually in charge of the Clerical School.

8.5. *Inspection*

8.5.1. *Primary Schools.* Supervision is discussed in Section 1.9.4.—1.9.5.

The Chief Education Officer would assume ultimate responsibility for the maintenance of standards, operating through the E.O. Primary and the Woman Education Officer. It has been suggested that one of these should be the over-all Administrative Officer and the other the Inspector. There would be much duplication of work and travelling under this arrangement and each officer would have to consult the other on almost every detail. It would seem to be better to divide the country, more or less equally on a regional basis, which is not unlike the existing system. The Woman E.O. would be expected periodically to visit the main centres of girls' education in the other region and to make special visits as required. Similarly, there may be matters in which the E.O. (Male) might deal more effectively in the other area.

8.5.2. We have noted above that there is little justification for appointing more supervising teachers in the Provinces. It is, however, desirable to appoint one to the Bathurst Area where formerly supervising teachers have not been employed.

8.5.3. There appears to be no justification for the appointment of a supervising teacher on a salary scale below that of a Head teacher. The post should be up-graded.

8.5.4. To summarise the principal recommendations made in regard to inspection.

(*i*) The main function is in-service training.

(*ii*) The Training College, if adequately staffed, could extend its basic training programme to in-service training.

(*iii*) Training College lecturers should be enabled to visit schools far more often, and more especially to see for themselves how the teachers they train actually teach.

(*iv*) College lecturers should be available for intensive vacation courses.

(*v*) Supervising teachers, who should be of the calibre of College lecturers, might be based in the College and assist with teacher preparation as lecturers assist with in-service training.

(*vi*) A main objective of in-service training and intensive courses is to enable the Head teacher to exercise his proper function of a "supervising teacher" in his own school.

(*vii*) The brief visit and the Report are the least valuable services of an E.O. or a supervising teacher.

(*viii*) The Secondary School system is too small to warrant an inspectorate. The E.O. (Secondary) will himself make general inspection, and where specialized knowledge may be required, panels of 2—3 experts may be recruited to assist and advise. The removal of the best teachers from the classroom into administration is a luxury which few school systems can afford.

9. FINANCIAL IMPLICATIONS OF THE DEVELOPMENT PROGRAMME

9.1. *Capital Expenditure — Buildings*

9.1.1. *Primary Education.* The capital cost of primary education has been estimated (1.8.6. to 1.8.8. and 1.10.) as:

	1965–6	1966–7	1967–8	1968–9	1969–70	*Total*
Local Costs	6,200	6,480	16,990	16,800	16,800	63,270
Development Programme, 1964–67	21,000	25,000				46,000
Bilateral Aid requirements	4,800	4,920	8,110	8,000	8,000	33,830
TOTAL	32,000	36,400	25,100	24,800	24,800	143,100

9.1.2. *Secondary Education.* A summary of capital cost is given at Section 2.6. Detailed programmes and time schedules have not been prepared and it is recommended that the total project can be spread over six years, commencing September, 1966.

The total capital cost is estimated at £410,500. The proposed time-cost distribution is considered as part of the total project in Section 9.1.6. below.

9.1.3. *Agricultural School.* Additional buildings will be required, over and above those provided by the Roman Catholic Mission. The estimated cost is £5,000 (Reference 3.3.2.).

9.1.4. *Teacher Training.* The estimated cost of the proposed College is £150,000 (4.2.11.), plus £120,000 for staff quarters, equipment etc., i.e. £270,000.

9.1.5. *Homecraft Centre.* The estimated cost of the Centre (5.2.4.) is £21,000.

9.1.6. *Summary of Secondary and Post Secondary Projects, and the Homecraft Centre* (9.1.5.) with proposed time-cost distribution is given below.

	£
Secondary Schools (including Technical and Vocational)	410,500
Agricultural School	5,000
Teacher Training	270,000
Homecraft Centre	21,000
TOTAL	£ 706,000

Distribution by year:

£0000

1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	*Total*
80	110	120	130	136	130	706

9.1.7.

	Suggested Priorities	*Reference*	*Special Reasons*
1.	Crab Island) Latrikunda)	2.3. 2.3.4.	To co-ordinate other U.N. project (U.N.I.C.E.F.)
2.	First stage of all Rural Vocational Schools — with Residences	2.4.9	Pupils already enrolled and no accommodation or programme
3.	Teacher Training Project	4.2.11	Urgent need of teachers.
4.	St. Augustines Grammar	2.2.2	To complete Phase I, already started.
5.	Gambia High School	2.2.1	Secondary Technical stream.
6.	Hostel for Girls	2.5.1	
7.	Second stage of No. 2	2.4.9	
8.	St. Josephs (Grammar)	2.2.3	
9.	Armitage	2.2.4	
10.	Bathurst C.C.) Junior St. Augustines) Technical St. Josephs) Schools	2.3.5.8	
11.	Agricultural School	3.3.2	
12.	Homecraft Centre	5.2.4	

9.2. *Capital Expenditure — Equipment*, £70,000

(*a*) Primary Schools:
Teachers' Libraries

(*b*) Junior Technical Schools
Rural Vocational Schools:
Tools and general equipment

(*c*) Grammar Schools.
Science equipment

(*d*) Teacher Training:
General equipment
Science equipment
Libraries

9.3. *Recurrent Expenditure*

9.3.1. *Primary Education*. The increased cost of:

(*a*) salaries of new teachers,
(*b*) increments of serving staff,
(*c*) other charges.

will, according to estimates, amount to £8,800 in 1966—7, increasing to £119,450 in 1974—5. Details of the estimate, calculated in Table V (Section 1.8.9.) are given in Column 2 in Section 9.3.4. below.

9.3.2. *Secondary Education.* Since the priorities suggested in 9.1.7. above cannot at present be confirmed or related to the proposed cost-time distribution in 9.1.6., it is impossible to calculate enrolment in each type of school year by year. If, however, we assume that all additional accommodation has been provided and that all new streams are up to full strength by 1975, we can estimate the total enrolment in all types of school in that year. (It will, of course, take up to five years after the provision of a new building for maximum enrolment to be achieved.)

The increased annual cost by 1975 is estimated to be:

Grammar Schools	£42,500
Junior Technical Schools	15,000
Rural Vocational Schools	12,000
TOTAL	£69,500

In Section 9.2.4. it is assumed that the rate of increase will be uniform throughout the period 1965-75.

9.3.3. *Teacher Training.* If it is possible to recruit at Form V level, and reduce *Primary* Teacher Training to two years (retaining a three year course for the preparation of secondary school teachers), Section 4.2.2., then we can calculate on an enrolment reduced by almost one-third.

Three factors must be taken into account:

(*a*) the increasing number of teachers (1.8.9.);
(*b*) normal wastage and replacement (4.2.3.);
(*c*) replacement of temporary teachers entering College (4.2.3.).

To this total must be added the secondary school teachers in training.

It is estimate that enrolment shall increase from 144 in 1966/7 to 220 in 1975

The additional cost increases steadily from £3,700 per annum to £33,300.

9.3.4. Summary of recurrent expenditure as an increase on budget of 1965–66

	Primary	*Secondary*	*Teacher Training*	*Total*
1966/67	8,800	7,700	3,700	20,200
1967/68	10,780	15,400	7,400	33,580
1968/69	19,520	22,100	11,100	52,720
1969/70	32,490	30,800	14,800	78,090
1970/71	46,420	38,500	18,500	103,420
1971/72	61,140	44,200	22,200	127,540
1972/73	78,335	53,900	25,900	158,135
1973/74	97,645	61,600	29,600	188,845
1974/75	119,450	69,500	33,300	222,250

9.4. *Source of Funds — Recurrent*

9.4.1. In preparing a plan for the development of education we have been mindful of the consequent and inevitable increase in recurrent costs and of the principle that these must be met from the budget of The Gambia. For this reason the plan is limited to a reorganization of existing institutions and up-grading to secure greater efficiency and more economical operation. Even the "new" Girls Hostel is the most economical way of supporting at least three existing schools, and the one "new" Homecraft Centre offers a way of serving 10 schools.

9.4.2. The national budget and the provision for education increase steadily in any case. During the last ten years, 1955—65, the total budget of the country has increased about 2¼ times. Economists estimate a 5% per annum growth rate in the immediate future; in recent years the growth rate of *local* revenue has been over 6%. We have taken the estimate of 5%.

9.4.3. At present The Gambia receives a subsidy from the United Kingdom but the Government has declared that the first objective of its economic policy is to balance its recurrent budget, and the U.K government is reviewing the principle of subsidy. For the purpose of this enquiry I have assumed that the subsidy, shown as £490,000 in 1965/66 will decrease steadily and cease entirely in 1974.

On the basis of a 5% growth in local revenue and a steady decrease in subsidy the budget may, no doubt very tentatively, be estimated over the next few years; the calculation is shown in Column I in 9.4.5. below.

9.4.4. The education budget has increased over 3 times in the 10 years 1955—65, and it has increased fairly steadily as a percentage of the national budget — from 6.7% to 9.9% — an increase of 3.2. in 10 years. But 9.9% of the national budget will never amount to an adequate investment in the educational infra-structure of the country. It will only perpetuate the status quo of 90% illiterarcy and the acute shortage of real skill. Many under-developed countries in Africa and elsewhere devote 20% or more of the national budget to education, and many of these countries also meet a heavy charge on defence. A country which has no major commitments in defence or in research may be expected to devote at least 20% of its national budget to education at least by the time it has achieved universal primary education. This may be a distant target, but it must be established as a valid objective. I calculate that the education budget might reasonably be expected to increase at the rate of 0.5% per annum, — from 9.9% in 1965/66 to 14.4 in 1974/75, i.e. at the rate of 5% in ten years as compared with a 3.2% increase actually achieved in the last ten years.

9.4.5. Estimate of the Education Budget in relation to Expenditure under this "Development Programme in Education".

(1) *Year*	(2) *National Budget*	(3) *Reasonable Education Vote*	(4) *Estimated Expenditure under Programme*	(5) *Estimated Credit Balance*
1965/66	2,726	269	269	—
1966/67	2,785	290	286	4
1967/68	2,854	311	303	8
1968/69	2,929	334	322	12
1969/70	3,011	358	347	11
1970/71	3,099	384	392	12
1971/72	3,194	412	397	15
1972/73	3,297	442	427	15
1973/74	3,407	474	458	16
1974/75	3,524	507	491	16

9.4.6. The "Estimated Expenditure" in Column 4 above reflects current expenditure plus the increases indicated in 9.3.4. There will of course be some other normal increases, e.g. administration and scholarships, which should be met from the "credit" shown in the last column. The country, on these estimates, should be able to meet the recurrent costs of the Development Programme.

9.5. *Source of Funds— Capital*

9.5.1. The Gambia is an under-developed country with limited resources. The potential working population is about 165,000, of whom about 140,000 are engaged in small-scale farming. Virtually all Gambian farmers depend for their income predominately on groundnuts; the average yield is about one ton per farmer, and the subsidized producer price is £27 per ton. This is almost a verbatim quotation from an official report.

It follows that The Gambia cannot itself finance its own development programme. The country has two major resources-its agriculture and its people. Government has declared agriculture to be a first priority, as a material resource on which the community is almost entirely dependent; it is equally convinced of the value of education in the realization of the human resources of the country.

The Gambia has a strong sense of responsibility, it is determined to develop its resources for the good of the people, and to maintain a sound economy and balance its budget. It cannot from its own resources provide the capital for this long term investment in education.

9.5.2. We recommend for the consideration of the International Development Association the project in school building:

		£
1.	Secondary Technical and Vocational Schools	410,000
2.	Agricultural School (part)	5,000
3.	Teacher Training	270,000
4.	Homecraft Centre	21,000
		£ 706,000

Of this, £50,000 against item I is already assured for the rebuilding of St. Augustine's School, leaving £656,000 ($ 1,680,000) to be found.

9.5.3. We recommend a further series of equipment projects for the consideration of U.N.I.C.E.F., as the second phase of the Interim Request already addressed to U.N.I.C.E.F. by the Government of The Gambia. For details see 9.2. £70,000 ($ 196,000)

9.5.4. The Project of the College to replace the present Teachers Training College is the keystone to the total development programme. The project is one which might enlist the support of the Special Fund.

The estimated cost of the Fellowships and Experts is £230,000 ($ 644,000)

9.6. *Summary of Recommendations*

We recommend:

(1) that the budgetary provision for education be increased by 0.5% per annum (9.4.4.);

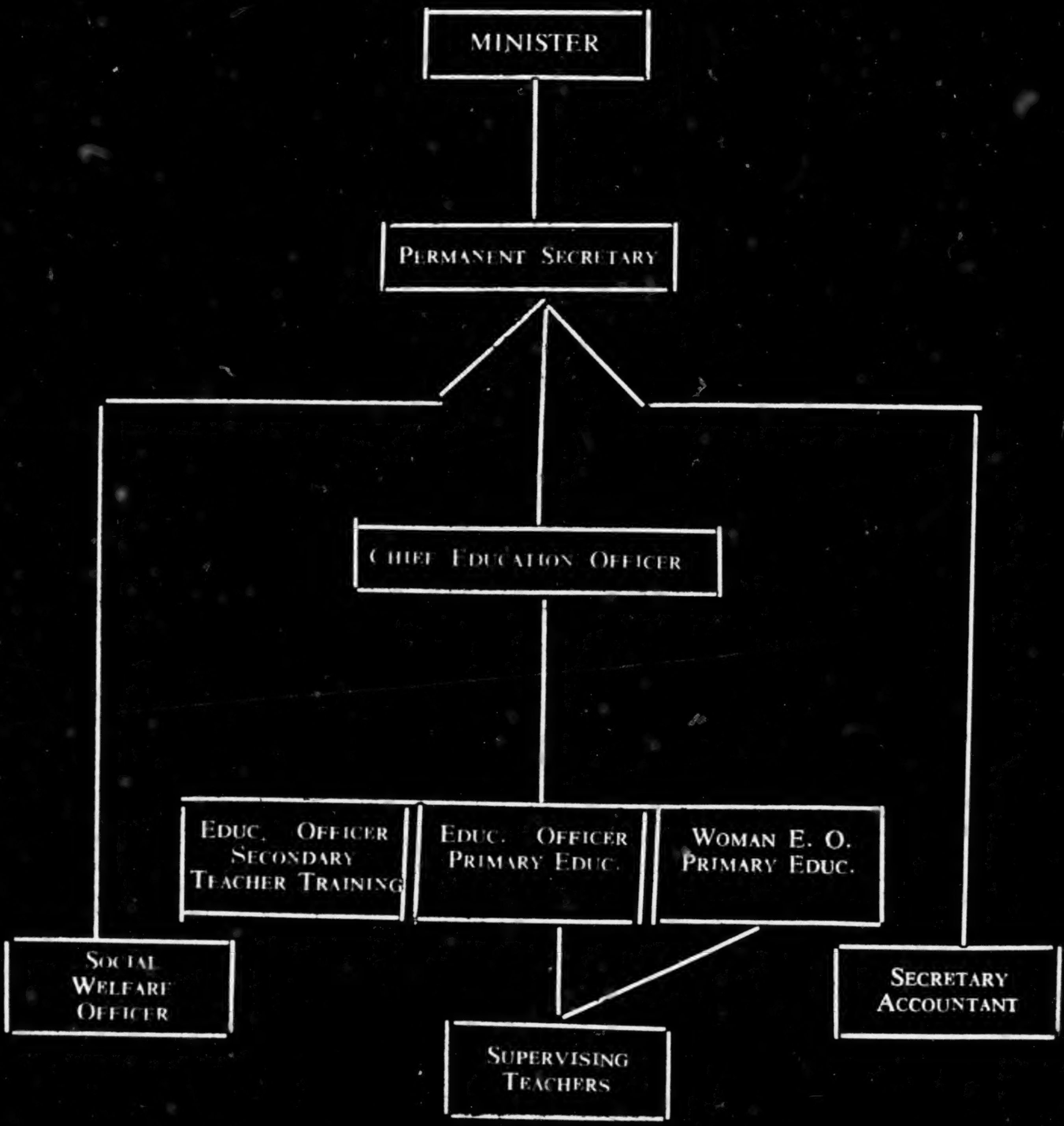
(2) that the Government of the Gambia request a loan from The International Development Association to finance the capital cost of new buildings (9.5.2.);

(3) that the Government seek further assistance from U.N.I.C.E.F. in the provision of equipment (9.3.3.);

(4) that the Government request Special Fund Assistance for the proposed College (of liberal arts and teacher training) (9.4.4.).

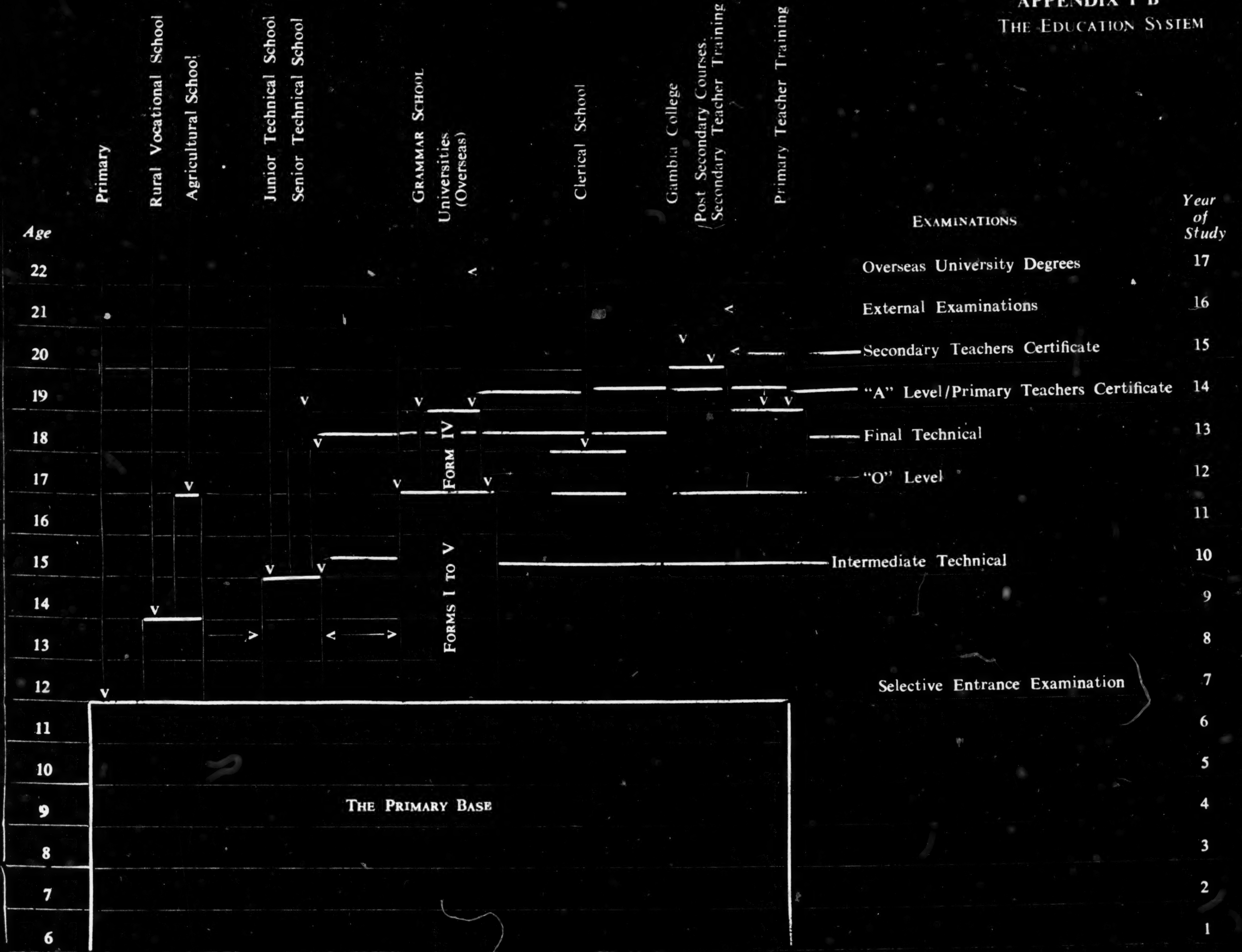
APPENDIX I A

ORGANIZATIONAL CHART.


MINISTER
PERMANENT SECRETARY
CHIEF EDUCATION OFFICER
EDUC. OFFICER SECONDARY TEACHER TRAINING
EDUC. OFFICER PRIMARY EDUC.
WOMAN E. O. PRIMARY EDUC.
SOCIAL WELFARE OFFICER
SECRETARY ACCOUNTANT
SUPERVISING TEACHERS

APPENDIX I B

The Education System


Primary
Rural Vocational School
Agricultural School
Junior Technical School
Senior Technical School
Grammar School
Universities (Overseas)
Clerical School
Gambia College
Post Secondary Courses.
Secondary Teacher Training
Primary Teacher Training
Age
22
21
20
19
18
17
16
15
14
13
12
11
10
9
8
7
6
Form IV
Forms I to V
The Primary Base
Examinations
Overseas University Degrees
External Examinations
Secondary Teachers Certificate
"A" Level/Primary Teachers Certificate
Final Technical
"O" Level
Intermediate Technical
Selective Entrance Examination
Year of Study
17
16
15
14
13
12
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4
3
2
1

APPENDIX I C

ENROLMENT PRIMARY AND SECONDARY (INCLUDING VOCATIONAL) 1964 and 1975

Being the figures on which the Educational Pyramid. Appendix (i) was constructed.

Classes or	*Year*	1975	
Forms	1964—5		
VI Secondary	40	60	
V	285	315	
IV	554	343	Reorganisation of Sec. Mod. 2 Jun. Tech.
III	631	940	
II	671	1,287	
I	811	1,395	
6 Primary	1,555	3,500	
5	1,696	4,050	
4	1,769	4,600	
3	1,952	5,200	
2	2,144	5,900	
1	2,388	6,750	

APPENDIX I D

INTERNATIONAL AID 1960 – 65

U.S. AID — Library books (600 volumes, to British Council Library and Yundum College.

UNITED KINGDOM
Grants: £122,000
Buildings: £16,300
(Technical School)

V.S.O. Teachers (1965). 7.

U.N. EXPERTS. (1965)

1 UNESCO
1 ILO
1 ITU